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CO
Birmingham
Bunce

HISTORY
OF THE
CORPORATION OF BIRMINGHAM



VOL. III
(1885-1899)

BY
CHARLES ANTHONY VINCE M.A.
Formerly Fellow of Christ's College, Cambridge

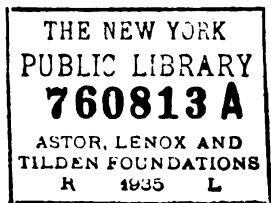
BEING A CONTINUATION OF THE WORK
OF THE LATE

JOHN THACKRAY BUNCE F.S.S.

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P R E F A C E .

THE authorities used in the compilation of this book are: the Proceedings of the City Council, which include all Reports presented by Committees; the General and Detailed Financial Statements published annually by the City Treasurer; the annual Reports issued by certain of the officers of the Corporation and Committees of the Council; newspaper reports of debates in the Council Chamber; the verbatim report of proceedings before the Parliamentary Committees on the Water Bill of 1892; and a few other printed documents. No use has been made of any MS. or unpublished records.

The several chapters have been read in manuscript by Officers of the Corporation and members of the Council, to whom I am grateful for valuable criticisms and suggestions. I have especially to thank the Officers of the Health Department for checking the statistics given in the fifth chapter, and making the corrections rendered necessary by the error in the official estimate of population before the census of 1891. It must, however, be understood that the author is solely responsible for any inaccuracies that may be detected in the book, except those which reproduce errors, if any, contained in the original records on which the narrative is based. My task has been to select, according to the best of my judgment, from a very large number of recorded details, those that might be usefully repeated in a convenient book of reference.

I have followed, as closely as seemed expedient, the arrangement of topics adopted by Mr. Bunce in the second volume of this History, never deviating therefrom except after careful consideration. Wherever uniformity has been sacrificed, I trust that the reasons will be apparent and satisfactory.

I have not supposed that, in asking me to become the historian of their achievements, the members of the City Council were also inviting me to assume the position of a critic. I have therefore endeavoured, though not with entire success, to avoid the intrusion of judgment and opinion, and to resist the demon that tempts the most modest historian to try his hand at general remarks.

Continued Bunce 20 Jan 1935. Vol 3

I have borne in mind throughout that one thing which the general reader, if he condescends to read this book, will expect to find there, is a reasonable and particular account of the expansion of municipal expenditure. Of financial details, therefore, I have been unsparing, even to weariness.

Every one now recognises the gravity and urgency of the economical problem presented by the growing cost of Local Government. It is impossible to go through such a course of reading as has been necessary for the purpose of writing this book, without realising that this growth of expenditure is the natural, perhaps the inevitable, result of popular representation; that the pressure from outside to which a municipal Council is subject is pressure that tends to expense, not to saving. It is true that the shrill demand for expensive improvements is accompanied by the rumble of a constant demand for economy. But there is an important difference. The former demand is distinct and specific. The latter is commonly expressed in general terms, affording no guidance. It is also inopportune, having reference to money that has already been spent, or to engagements that have already been contracted.

In this connection I may be permitted to repeat, as a general observation, a remark made in the book with reference to a particular question. The course of recent legislation, so fruitful in permissive, adoptive, and private Acts, has tended to make the definition of municipal responsibility more and more blurred and indistinct. Always ready to say to a municipality, *You may*, Parliament rarely finds courage to say, *You ought*, still more rarely, *You must*. Every critic of municipal behaviour must construct his own theory of municipal obligation; he will find none to his hand commended by any sufficient authority. It would be almost unpatriotic to complain of a laxity so eminently British; only let it be remembered that a Council, instead of devoting itself to the administrative question, how a thing may best be done, must be constantly debating the political question, whether it ought to be done at all.

Although these and other cognate problems are not discussed in this book, it may be hoped that those who are inclined to discuss them will find here a useful supply of recorded experience to illustrate their disquisitions.

C. A. VINCE.

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INTRODUCTORY CHAPTER.

IN the second volume of this work the late Mr. Bunce told the story of municipal enterprise in Birmingham during the thirty-three years that followed the passing of the Improvement Act of 1851. It was his good fortune to relate a history full of striking and instructive episodes, and rich in memorable examples of municipal courage and sagacity. He had origins to deal with, and the work of pioneers. He told of a sudden expansion of the spirit of local patriotism, fruitful in results which attracted to our city the attention of many observers, and which are to-day constantly cited by advocates of municipal reform and progress in the United States.

The reader must not expect to find the same variety and novelty of interest in this continuation. It will, indeed, be abundantly proved that the fifteen years of which the history is here written have been years of steady progress and of laborious and successful work, meriting the gratitude of the citizens. But the progress has largely followed directions already plainly indicated, and the work, by comparison with that of the seventies, may appear to be work of predestined development rather than distinguished by bold initiative. If, however, by reason of this difference the present volume is less interesting than its predecessors, it may be claimed that it should be none the less useful. The enterprises of what we may call the heroic age of our municipal history were observed and studied at the time, and would have been remembered even if they had lacked their historian ; but it may be reasonably supposed that there are not a few of our citizens who need the aid of such a book as this in order to appreciate, as they ought, the useful achievements of a comparatively unexciting period.

In this chapter an attempt will be made to engage the attention of the reader at the outset by indicating, in the briefest possible manner, and by way of summary, the more important of the matters to be treated in the subsequent narrative.

In the first place the municipality itself has received some accession of dignity, and has incurred new responsibility. Birmingham had become an assize town just before the beginning of our period. It has since been made a county borough by the Local Government Act of 1888, and a city by grace of the Queen in 1889. Six years later the title of Lord Mayor was conferred by Letters Patent upon the Chief Magistrate.

The area of the municipality has also been extended. The rather magnificent scheme of expansion that was in the mind of the Council fifteen years ago was disappointed. The most populous suburbs are still outside the municipal area, and are likely to remain there, unless there should be an entire change in the attitude of Parliament to schemes of inclusion. The long-cherished hope of annexing Aston Manor has been finally abandoned. But in 1891, after long negotiation and at the cost of liberal concessions, Saltley, Little Bromwich, Balsall Heath, and Harborne were added to the City. In consequence of this extension the sixteen wards became eighteen, and the numerical strength of the Council was raised from sixty-four to seventy-two.

Of all the events with which this volume is concerned, probably the most interesting, and undoubtedly the most important, is the conception and elaboration of the great project of bringing a supply of water to Birmingham from the upper tributaries of the Wye, and the proceedings by which the sanction of Parliament to this scheme was won in the face of powerful opposition. The Water Bill received the Royal Assent in the summer of 1892, so that our period closes two-and-a-half years before the completion of the ten years allowed by Parliament for the execution of the works. This undertaking, involving as it did in any case a large and rapid increase of capital expenditure, committing the City

to an outlay of which the limit could not be fixed with any degree of certainty, and resting for its justification, financially speaking, upon calculations which necessarily took the continued growth of the City for granted, and might therefore be falsified by any sudden check to its prosperity, could not but exercise a depressing influence upon enterprise in other directions. The opponents of the water scheme formed themselves into an association for the restraint of municipal extravagance, and were so far successful that they introduced into the Council, as representatives of four of the eighteen wards, some gentlemen whose attitude to the progressive policy was one of critical detachment, if not of active hostility. Although the Association was doomed to an early grave, the cry of economy was not raised without effect; and the plea of urgent necessity has been required to justify any other large capital outlay.

Nevertheless many noteworthy additions were made to the equipment of the town during the fifteen years. The development of those municipal institutions which serve, in the widest sense, an educational purpose, has been an outstanding feature of the epoch. Within the space of a few years the number of branch free libraries was increased from four to nine. Two new buildings, whose origin and plan have already been described, were completed in the first year of our period. The Art Gallery was opened by the Prince of Wales on November 28th, 1885. It was so rapidly supplied, by the liberality of wealthy citizens, with pictures and other works of art that within a few years it was overcrowded, and the erection of a larger gallery became the subject of consideration. The Central School of Art was opened earlier in the same year. It soon proved to be too small to accommodate the students. It was largely extended and two branch schools were built. The success of this institution has been very conspicuous, for year after year it easily outdistanced all other municipal schools in the national competition for medals and prizes. The Technical School in Suffolk Street, built and maintained by the Council under the

powers conferred by the Technical Instruction Act of 1889 represents a new department of municipal administration.

There was also a considerable extension of the provision of public parks and recreation grounds. We shall have to record the gift to the City of Rednal and Billberry Hills by Lord Windsor and by subscription; the acquisition of a recreation ground at Balsall Heath, and of Queen's Park, provided by inhabitants of Harborne as a memorial of the Diamond Jubilee; and the provision of Walmer Recreation Ground and St. Mark's Recreation Ground—small open spaces, but valuable because they serve thickly populated districts. The park at Small Heath, renamed Victoria Park after having been visited by Queen Victoria in the fiftieth year of her reign, was enlarged, partly at the public cost, partly by the last of Miss Ryland's many benefactions. Cannon Hill Park was extended by the liberality of Sir John Holder, and Summerfield Park at the cost of the Corporation.

The expanding trade of the City, and its growing importance as a centre of distribution, imposed the necessity of new enterprises upon the Markets and Fairs Committee. Our story will include the completion of the new Fish Market; the provision of a Pig Market,—the occasion of disagreeable contention, and of a lawsuit in which the Corporation successfully defended its market rights; the erection of the Dead Meat Market and slaughterhouses, and the extension of the Vegetable Market. The Health Committee made large additions to the Fever Hospital, and erected upon a new site the City Hospital at Little Bromwich. In spite of considerable enlargements of the existing Lunatic Asylums the Council was obliged to consent to a costly project for the building of a new Asylum at Hollymoor.

The record of important public buildings erected since the year 1884 is completed by the mention of the Victoria Courts in Corporation Street, with the adjoining Central Police Station.

Of many useful works executed by the Public Works Committee it is only necessary to mention here the improvement of Hockley

Brook and of the River Rea. In this department the period closes with a scheme of considerable magnitude for the reconstruction of sewers. Some progress was made in a matter that supplied a theme of much animated discussion in the Council and at ward meetings—the lighting of the courts. One of the latest events to be recorded is the acquisition by the Corporation of an electric lighting undertaking. Some schemes for the erection of workmen's dwellings, of interest as experiments, but not otherwise important, were planned and executed.

One question that for many years was the occasion of animated debates and close divisions in the Council Chamber, and of acrimonious criticism outside, was that raised whenever it was proposed to grant pensions to officials retiring from the service of the Corporation. This source of discord was happily laid to rest by the adoption of a complete scheme of superannuation, based upon accepted and intelligible principles. In this connection it may be remarked that, at least once during the fifteen years, the scale of wages was raised or the hours of work reduced, in every department of the Corporation employing skilled or unskilled labour. The accumulated effect of these concessions upon the rates is not inconsiderable, for, in the aggregate, they added at least £50,000 to the annual expenditure of the Council. But public opinion appears to support the position that the Corporation, without making a favoured class of its servants, should at least set to other employers a fair example of liberal dealing.

The total of the capital expenditure of the Council rose from £8,188,620 on January 1st, 1885, to £13,355,002 on March 31st, 1900, and the outstanding debt—that is, the portion of this outlay still remaining to be provided for out of future income—from £7,182,221 to £10,689,521. There was also a considerable increase in the resources of the Corporation. The assessment to the Borough Rate rose from £1,621,701 in 1885, to £2,344,239 in 1899; and the yield of a penny rate from £6,757 to £9,787. The rates levied for Council purposes having increased from about 3s. 5½d. to about

3s. 9½d., or rather more than eleven per cent., the income of the Council from rates rose from £239,620 in 1885, to £391,897 in 1899-1900.

This summary, though brief and imperfect, is already sufficient to justify the claim that expansion and progress have characterised the fifteen years' work with which we are concerned. If the Corporation is no longer conspicuously in advance of other large municipalities, it has at least sustained its old reputation for courageous enterprise. In one respect, if in one only, it has admittedly fallen grievously behind other self-governing towns. Elsewhere the improvement of cheap communication between the centre and the circumference, by the scientific development of the tramway service, has been a remarkable feature of recent progress. Here there were some hopeful advances in the earlier part of the period; but we shall also have to relate a series of unfortunate events by which expectations that seemed reasonable were baffled and deferred.

In order that the name of every man who has taken part as a volunteer in the work here summarised may be at least mentioned, there is appended to this chapter a list of all the Aldermen and Councillors who sat during any part of the period between January 1st, 1885, and December 31st, 1899. A word may here be added upon one of the principles that have affected the choice of these gentlemen, representing as they do every profession and occupation, and every respectable grade in society, for municipal service by the burgesses of the City. The author of the former volumes of this history did not conceal the relations of political partisanship to municipal government in Birmingham. He showed with what boldness and dexterity the leaders of municipal reform turned political enthusiasm to useful account, used party coherence as an instrument of municipal progress, and secured the strength of popular approval for daring projects by a frank appeal to party spirit. To have omitted all allusion to the conflict between Liberalism and Conservatism would have been uncandid,

and would have left many things unexplained. The same candour compels a reference, though it need be only a brief reference, to that change in the state of parties, nowhere more remarkable than in Birmingham, for which the year 1886 is memorable in political history. One result of this change was that a larger number of Conservatives gained admission to the Council, which thus became, in one respect, more exactly representative of the burgesses. Another result was that, in the turmoil of a time marked by the severance of ties and by political animosity, several Councillors who had rendered good service to the community lost their seats in the Council. This happened between the disruption of the Liberal party and the General Election of 1892, when for the first time the sense of the electors throughout the City was taken upon the political question at issue. It is a striking fact that, since 1892, only one retiring Councillor who has sought re-election has been defeated at the polls, except in the case of three elections in which one of the candidates was an independent opponent of the predominant municipal policy. Security of tenure of seats in the Council is a notable characteristic of our municipal life. If it is true that, with some exceptions, fluctuations of policy have been very rare in the Council, one reason is that here the confidence of the electors, once bestowed, is not lightly withdrawn.

MAYORS AND LORD MAYORS OF BIRMINGHAM, 1885-1899.

Elected Nov. 9th or 10th.		Elected Nov. 9th or 10th.	
1884	Thomas Martineau.	1893	George James Johnson.
1885	Thomas Martineau.	1894	Thomas Stratton Fallows.
1886	Sir Thomas Martineau.	1895	James Smith (first Lord Mayor)
1887	Maurice Pollack.	1896	Sir James Smith.
1888	Richard Cadbury Barrow.	1897	Charles Gabriel Beale.
1889	Francis Corder Clayton.	1898	Charles Gabriel Beale.
1890	Francis Corder Clayton.	1899	Charles Gabriel Beale.
1891	Edward Lawley Parker.		
1892	Edward Lawley Parker.		

LIST OF MEMBERS OF THE COUNCIL, 1885-1899.

	Entered Council.	Elected Alderman.	Ceased to be a Member of the Council.
Adie, James	May 14, 1892		
Allen, Henry	Nov. 23, 1889		
Arter, T. R.	Nov. 1, 1891		Resigned Jan., 1897.
Ash, Alfred	Nov. 1, 1891	Nov. 9, 1891	
Avery, Thomas	Nov. 1, 1862	Nov. 9, 1868	Resigned Sept. 23, 1892.
Bagnall, J. J.	July 17, 1883		Resigned Mar. 2, 1886.
Baker, Alfred	Nov. 1, 1891		Resigned April 24, 1899.
Baker, George	Dec. 7, 1867	Nov. 9, 1874	
Balden, S. D.	June 24, 1895		
Baldwin, James	Nov. 1, 1879		Retired Nov., 1885.
Ball, Herbert	Nov. 1, 1890		Retired Nov., 1896.
Barber, W. L.	Dec. 21, 1886		Retired Nov., 1888.
"	Nov. 1, 1889		
Barclay, Thomas	Nov. 2, 1885		Retired Nov., 1894.
Barker, Stephen	Nov. 18, 1865		Retired Nov., 1886.
Barratt, Alfred	Nov. 1, 1870	July 21, 1885	
Barrow, Harrison	May 18, 1898		Retired Nov., 1898.
"	Nov. 1, 1899		
Barrow, R. C.	Mar. 17, 1871	July 9, 1878	Died. Oct. 2, 1894.
Barrow, Walter	Nov. 1, 1898		
Bayley, J. Moore	Feb. 17, 1893		Resigned April, 1897.
Beale, C. G.	Oct. 19, 1885	Nov. 9, 1898	
Berkeley, R. H.	Nov. 21, 1892		
Bishop, C. T.	Nov. 1, 1878		
Bisseker, Henry	Nov. 1, 1893		Retired Nov., 1899.
Bloor, Eli	Nov. 1, 1883		Died Jan. 6, 1895.
Bloor, Thomas	Nov. 1, 1876		Retired Nov., 1885.
Bowater, W. H.	Nov. 1, 1896		
Bowkett, E. W.	July 17, 1882	Nov. 9, 1894	
Bradley, Isaac	Nov. 2, 1885		
Brinsley, William	Nov. 1, 1855	Nov. 9, 1865	Resigned April. 1897.
"	Nov. 1, 1879	Feb. 7, 1893	Resigned June 29, 1878.
"Chamberlain, Richard	Nov. 2, 1874	May 25, 1880	Resigned Nov., 1886.
Clarke, David	Nov. 1, 1882		Retired Nov., 1888.
Clayton, F. C.	May 22, 1882	July 15, 1890	
Collings, Jesse	Feb. 26, 1868	July 6, 1875	Resigned Feb. 12, 1886.
Cook, William	Nov. 1, 1872	July 4, 1882	
Coombs, S. W.	Nov. 1, 1891		Resigned Nov. 1897.
Davis, Michael	Nov. 1, 1865		Resigned June, 1892.
Davis, William	Nov. 1, 1894		
Deakin, C. W. S.	Nov. 1, 1883		Retired Nov., 1892.
Deykin, James	Dec. 28, 1869	Nov. 9, 1877	Died May 25, 1885.
Dexter, J. C.	Nov. 1, 1891		
Dixon, A. S.	Nov. 1, 1890		Resigned Nov. 4, 1894.
Dixon, W. H.	Nov. 1, 1876		Retired Nov., 1879.
"	May 3, 1880		Retired Nov., 1893.
Downing, Joseph	Nov. 18, 1871	June 2, 1885	Died Jan. 1, 1893.
Edwards, Samuel	July 15, 1874	Nov. 9, 1883	
Ellaway, A. G.	Nov. 26, 1898		
Fairfax, Joseph	May 16, 1885		Resigned May 1, 1888.
Fallows, T. S.	Nov. 1, 1881	Feb. 6, 1894	

^a M.P. (West Islington) 1885, 1886.

^b The Right Hon. Jesse Collings. P.C. 1892, M.P. (Ipswich) 1880, 1885 (Birmingham - Bortlesley) 1886, 1892, 1895, 1900.

^c M.P. (East Birmingham) 1885.

LIST OF MEMBERS OF THE COUNCIL—(continued).

	Entered Council.	Elected Alderman.	Ceased to be a Member of the Council.
Fletcher, Edwin ...	Oct. 12, 1895	...	Retired Nov., 1897.
Fletcher, Thomas ...	Dec. 1, 1894	...	
Foster, B. W. ...	Nov. 21, 1883	...	Retired Nov., 1889.
Fulford, H. C. ...	Mar. 3, 1883	...	Retired Nov., 1894.
Godfree, J. F. ...	Nov. 22, 1877	...	Retired Nov., 1885.
Godlee, Arthur ...	Nov. 1, 1896	...	
Granger, Allan ...	May 30, 1882	...	Retired Nov., 1893.
Green, Charles ...	Nov. 1, 1881	...	
Green, W. F. ...	Nov. 1, 1881	...	Retired Nov., 1893.
Griffiths, E. T. ...	Nov. 1, 1878	...	Retired Nov., 1887.
Haines, R. W. ...	Nov. 1, 1891	...	
Hallam, F. E. ...	Nov. 9, 1891	Nov. 9, 1891	
Halse, A. H. ...	Jan. 18, 1897	...	
Hardman, J. B. ...	Feb. 11, 1879	...	Retired Nov., 1895.
Hart, M. J. ...	Nov. 1, 1875	May 6, 1884	Died May 9, 1888.
Hart, W. H. ...	Nov. 1, 1876	Dec. 7, 1886	
Hawkes, W. C. ...	Nov. 22, 1877	...	Retired Nov., 1885.
Hemming, George ...	Nov. 1, 1878	...	Retired Nov., 1891.
Hennessey, E. R. ...	Nov. 1, 1895	...	
Holloway, G. O. C. ...	Nov. 1, 1895	...	Retired Nov., 1898.
Hopkins, A. N. ...	Nov. 1, 1881	...	Resigned Sept. 30, 1885.
Horton, William ...	Nov. 21, 1883	...	Retired Nov., 1886.
Hughes, G. H. C. ...	Dec. 19, 1891	...	Retired Nov., 1900.
Hunt, James ...	Nov. 1, 1894	...	
Jacobs, Jacob ...	Jan. 16, 1888	...	Died Mar. 17, 1896.
Jarvis, R. C. ...	Feb. 18, 1888	...	
Jephcott, A. R. ...	Feb. 16, 1895	...	
Johnson, G. J. ...	Nov. 22, 1877	Mar. 16, 1886	Resigned Nov., 1893.
Johnson, S. E. ...	Nov. 1, 1888	...	
Johnstone, G. H. ...	Nov. 1, 1892	...	
Jones, William ...	Nov. 1, 1892	...	
Kelly, Martin ...	Nov. 1, 1897	...	Retired Nov., 1900.
Kenrick, William ...	Nov. 1, 1870	Nov. 9, 1877	
Kimberley, John ...	Nov. 1, 1893	...	Died May 1, 1896.
Lampard, Joseph ...	Nov. 1, 1882	...	Resigned May 5, 1885.
Lancaster, W. J. ...	Nov. 1, 1884	...	
Lane, Howard ...	Dec. 15, 1894	...	
Lloyd, G. B. ...	April 7, 1866	Mar. 7, 1871	
Lloyd, J. H. ...	Oct. 13, 1891	...	
Lloyd, Samuel ...	June 24, 1892	...	
Loughton, J. P. ...	May 19, 1884	...	Retired Nov., 1890.
Lowe, F. W. ...	Nov. 1, 1882	...	Retired Nov., 1885.
" " ...	Nov. 1, 1886	...	Retired Nov., 1889.
Manton, Henry ...	Nov. 1, 1852	Nov. 10, 1856	
Manton, H. J. ...	Nov. 1, 1881	...	Retired Nov., 1890.
Marris, George ...	Nov. 2, 1885	...	Retired Nov., 1888.
Marsh, R. C. ...	Mar. 21, 1894	...	
Martineau, Thomas ...	Feb. 24, 1876	Nov. 9, 1883	Died July 28, 1893.
Martineau, R. F. ...	Nov. 2, 1874	Nov. 9, 1900	

^d Sir Walter Foster. Knighted 1886; M.P. (Chester) 1885, (Derbyshire—Ilkeston) 1892, 1895, 1900.

^e M.P. (Staffordshire—Lichfield) 1895.

^f The Right Hon. William Kenrick. P.C. 1899; M.P. (North Birmingham) 1887, 1890, 1892, 1896.

^g M.P. (Birmingham—Edgbaston) 1898, 1900.

^h Sir Thomas Martineau. Knighted 1887.

LIST OF MEMBERS OF THE COUNCIL—(continued).

	Entered Council.	Elected Alderman.	Ceased to be a Member of the Council.
i Middlemore, J. T. ...	Nov. 1, 1888	...	Retired Nov., 1892.
Milward, R. H. ...	Mar. 27, 1886	...	Resigned Mar. 11, 1887.
Moore, T. J. ...	May 23, 1881	...	Resigned Jan. 10, 1888.
Murray, L. J. ...	April 18, 1896	...	
Nettlefold, J. S. ...	Nov. 26, 1898	...	
Nixon, Robert ...	Nov. 2, 1885	...	Resigned June 27, 1900.
Osler, A. C. ...	June 13, 1885	...	Retired Nov., 1896.
Parker, F. Lawley ...	June 5, 1880	Oct. 4, 1892	
j Parkes, Ebenezer ...	Nov. 1, 1888	...	Retired Nov., 1900.
Parkes, Frank ...	June 16, 1888	...	Retired Nov., 1890.
Parkins, William ...	Nov. 1, 1899	...	
Payton, Henry ...	Nov. 18, 1871	...	Resigned Dec. 20, 1887.
Pemberton, Oliver ...	Nov. 1, 1879	...	Resigned Dec. 1, 1891.
Pollack, Maurice ...	Nov. 1, 1881	June 5, 1888	Retired Nov., 1898.
Powell, W. L. ...	April 15, 1887	...	Resigned Oct. 1, 1895.
Price, William ...	Nov. 1, 1891	...	
Randall, J. P. ...	May 22, 1896	...	
Reading, N. C. ...	May 13, 1899	...	
Reynolds, A. J. ...	Nov. 1, 1892	...	
Rogers, Hallewell ...	Nov. 1, 1893	...	
Rogers, William ...	Nov. 1, 1882	...	Died Nov., 1889.
Shammon, William ...	Nov. 1, 1871	Oct. 10, 1893	Died Jan. 4, 1894.
Skinner, John ...	April 30, 1897	...	
Smith, Arthur ...	Nov. 1, 1891	...	Retired Nov., 1896.
Smith, C. C. ...	May 16, 1885	...	Retired Nov., 1887.
k Smith, James ...	Nov. 2, 1885	Nov. 9, 1898	
Smith, T. E. ...	Nov. 1, 1896	...	
Stembridge, G. E. ...	Nov. 1, 1891	...	
Stevens, J. V. ...	Nov. 1, 1889	...	
Stringer, E. H. ...	Mar. 27, 1886	...	Retired Nov., 1891.
Tait, Lawson ...	Nov. 16, 1876	...	Resigned April 6, 1885.
Thomas, Hugh ...	Nov. 1, 1887	...	Died May 23, 1895
Thomas, William ...	April 30, 1897	...	
Thomason, John ...	July 18, 1870	...	Died April, 1892.
Toller, Robert ...	Nov. 27, 1897	...	
Tonks, J. W. ...	Dec. 16, 1893	...	
Towler, Francis ...	Nov. 1, 1888	...	Retired Nov., 1891.
Van Vestraut, Odoardo ...	Nov. 1, 1890	...	Resigned Nov., 1892.
Wallis, Charles ...	Nov. 21, 1883	...	Retired Nov., 1891.
Walsh, T. J. ...	May 12, 1888	...	Retired Nov., 1895.
Walter, W. W. ...	Nov. 1, 1887	...	Retired Nov., 1890.
Walthall, T. W. ...	Nov. 1, 1898	...	
Waters, Walter ...	Nov. 1, 1890	...	
Whateley, James ...	Nov. 1, 1871	...	Died Nov. 18, 1893.
White, William ...	Nov. 1, 1873	July 3, 1883	Died Sept., 1900.
Wiggin, H. A. ...	July 26, 1890	...	Retired Oct. 13, 1891.
Wilders, J. St. S. ...	Nov. 1, 1886	...	Resigned April 27, 1898.
Wilkinson, John ...	Nov. 28, 1891	...	
Wilkinson, William ...	Nov. 1, 1891	...	
l Williams, J. Powell ...	Nov. 1, 1877	Nov. 9, 1883	Resigned July 1, 1890.
Wilson, T. F. ...	Nov. 1, 1893	...	Retired Nov., 1899.
Winkles, Thomas ...	Aug. 8, 1885	...	Retired Nov., 1900.

i M.P. (North Birmingham) 1899, 1900.

j M.P. (Central Birmingham) 1895, 1900.

k Sir James Smith. Knighted 1897.

l The Right Hon. J. Powell Williams.

P.C. 1900; M.P. (South Birmingham) 1885, 1896, 1892, 1900.

LIST OF THE PRINCIPAL OFFICERS OF THE CITY, 1885-1899.

The Recorder and the Stipendiary Magistrate are appointed by the Crown ; the Chief Constable by the Watch Committee ; the other officers by the Council.

<i>Recorder</i>	J. S. Dugdale, Q.C.
<i>Stipendiary Police Magistrate</i> ..	T. C. S. Kynnersley ; 1888, T. M. Colmore.
<i>Town Clerk</i>	Edward Orford Smith.
<i>Coroner</i>	Henry Hawkes ; 1891, Oliver Pemberton ; 1897, Isaac Bradley.
<i>Clerk of the Peace</i>	T. R. T. Hodgson ; 1891, C. E. Mathews.
<i>City Treasurer</i>	W. R. Hughes.
<i>City Surveyor</i>	W. S. Till ; 1896, John Price.
<i>Medical Officer of Health</i>	Alfred Hill, M.D.
<i>Chief Constable</i>	Joseph Farndale ; 1899, C. H. Rafter.
<i>Prosecuting Solicitor</i>	Alfred Walter.

CHAPTER I.

LOCAL GOVERNMENT ACTS, AND THE EXTENSION OF BOUNDARIES.

THE distribution of the multifarious work that is imposed upon the Council by Local Government legislation among sixteen committees has been described in the second volume of this work (pp. 12, ff.) The account there given holds good for all the period covered by this volume, with a few unimportant exceptions. After the passing of the Technical Instruction Act, 1889, a new committee was created to exercise the powers acquired by the Corporation under that Act. In 1899 the Estates and Improvement Committees were amalgamated into one committee called the Estates Committee: the Art Gallery Purchase Committee, having practically completed its work, was abolished; and at the same time a new committee was constituted to manage the Electric Light undertaking acquired by the Corporation. There were other trifling changes, such as the transference of Aston Hall from the care of the Baths and Parks Committee to that of the Museum and School of Art Committee in 1886, and of the control of the Nechells Recreation Ground to the Baths and Parks Committee in 1892. Further, from time to time the provinces of many of the committees were enlarged by the delegation to them of powers conferred upon the Council by new Acts of Parliament; but this was done without modifying the recognised principles of distribution. It will be convenient to defer any notice of these special Acts until the work of the several committees concerned comes under review. The present chapter will deal with the results of legislation, and other acts of the superior authority, that affected in a more general way the government of the city.

CHAP. I.
—
Committees
and Depart-
ments.

EXTENSION OF BOUNDARIES.

The Redistribution of Seats Act, 1885 (48 and 49 Vict., cap. 23), extended the area of the parliamentary, but not of the municipal, borough of Birmingham by the addition of Harborne, Balsall

Extension
and Division
of the
Parliamentary
Borough.

CHAP. I.

—

Heath, Saltley, and Little Bromwich ; increased the number of its parliamentary representatives from three to seven ; and divided the extended borough into seven parliamentary divisions. By the same Act Aston Manor became a parliamentary borough. Now the annexation of Aston to Birmingham had long been an object of desire. Hope had been encouraged by a report in favour of the inclusion of Aston in the parliamentary borough, made by the Boundary Commission that prepared the redistribution scheme of 1868, and rejected by Parliament only on the general ground that it was inexpedient to deal piecemeal with the treatment of the urban portions of county constituencies. It was feared that the new dignity of the Manor might affect unfavourably the project of municipal inclusion. The Council therefore, by a majority of 36 to 15, resolved to petition Parliament in favour of the inclusion of Aston in the new parliamentary borough, and of the consequent increase of the allotted number of members to eight. But, as the Redistribution Bill was the result of an agreement between parties, it was found that Parliament was indisposed to consider amendments of the schedules ; and the prayer of the petition was not granted.

The Divisional
Boundaries.

In preparation for the subdivision of the parliamentary area, one of the assistant commissioners appointed for the purpose visited the city, received suggestions from the political parties, consulted with the General Purposes Committee, and prepared a plan to be considered by the Commissioner at a public enquiry. The Council had desired that the new boundaries should coincide throughout with boundaries of wards, so that no one ward should lie in two divisions ; but it was impossible to devise a plan satisfying this condition without offending against the general instructions given to the Commission that the areas should be approximately equal in population. The scheme of the assistant commissioner involved the severance of two wards, as well as of Balsall Heath. Its salient feature was a compact central division, surrounded by six exterior divisions extending to the circumference of the borough, and divided from one another by radiating boundaries. At the enquiry this plan was supported by the Council, acting through the General Purposes Committee, and by the Liberal party. The Conservative party propounded an alternative plan, without the feature of a well-defined central division, and making some use of parish as

well as of ward boundaries. The details of this plan to which the strongest objection was taken were the grouping of Market Hall Ward with Saint George's and Saint Mary's, and of Saint Thomas's Ward with Edgbaston. The former scheme was approved by the Commission, supported by a petition of the Council, two members dissenting, and finally embodied in the Act.

CHAP. I.

A Registration Act passed in the same session instructed the Council to re-divide the borough into polling districts. The scheme adopted was intended to include as nearly as possible 500 parliamentary electors in each district. The number of polling districts was raised from 131 to 137.

Polling
Districts.

An opportunity for promoting an enlargement of the municipal area appeared to be afforded by the Commission appointed by the Local Government (Boundaries) Act, 1887, in preparation for coming legislation. In December of that year Mr. Chambers, one of the Commissioners, informed the General Purposes Committee that the questions of making Birmingham a county-borough, and of combining the three parishes into one, were under favourable consideration. Shortly afterwards he invited the Council to prepare an extension scheme, and himself suggested that the scheme should be big enough to last for fifty years, and that there might be as many as thirty wards in the enlarged borough. Acting upon this suggestion the Committee prepared, and the Council approved without opposition, a scheme for the inclusion, not only of the Local Board districts of Balsall Heath, Harborne, Saltley and Little Bromwich, which had already been added to the parliamentary borough, but of the Local Board districts of Handsworth and Aston Manor, the hamlets of Witton and Erdington, the parish of Yardley, and so much of Moseley, King's Heath, and Selly Oak as lay within the area of the Drainage Board. It was not proposed to ask for the inclusion of Smethwick and Perry Barr, in the parish of Handsworth, or of Castle Bromwich and Water Orton, in the parish of Aston, unless strong objection should be taken to the division of those parishes. The area of the new borough would be 33,000 acres, and its population upwards of 600,000. The scheme was drawn on the assumption that the object of the Boundary Commissioners would be "to include within the future County and Borough of Birmingham all persons who might reasonably be supposed to be connected in any way with the trade and manu-

The
Boundaries
Commission.The Greater
Birmingham
Scheme.

CHAP. I.

—

factures of the town, and who were residing in areas outside the borough, but yet within a distance not too far removed from it for the purposes of efficient and economical municipal government." In spite of much criticism, the only modification of the scheme to which the Council assented was the substitution of a part for the whole of Yardley. A scheme of wards was carefully planned; maps were coloured; statistics were collected; the Surveyor was instructed to estimate the cost of bringing the roads and drains of the coveted districts to the Birmingham standard of excellence; a written statement of the case for inclusion was drawn up; and finally Counsel were retained to adorn it with their eloquence.

The Case for
the Scheme;
the Scheme
Rejected.

It was all in vain. When Mr. Chambers, himself in a sense the begetter of the scheme, opened the enquiry on April 11th, 1888, he announced, civilly hoping that the Corporation would not feel slighted, that the Local Government Board did not think that the Government wished any municipal extension to be enquired into just yet. Nevertheless he gave a hearing to Mr. Alfred Young, Counsel for the Corporation, and allowed the statement to be put in. The statement rehearsed that the area of the borough was one designed in 1832 for parliamentary purposes only and without regard to convenience of municipal government; that even at the time of the incorporation in 1838 it was not coincident with the real area of the town; that since the incorporation the population had risen from 170,000 to 450,000, with more than 150,000 residents in the immediate suburbs; that the Boundary Commission of 1868 had reported that the town extended far beyond the limits of the borough, and that this had been partly recognised in the Redistribution of 1885; that in 1876 Birmingham had successfully opposed the petition of Aston for incorporation on the ground that amalgamation was desirable; that the borough was hemmed in and intersected by Local Board Districts, to the disadvantage of the whole neighbourhood; that since 1876 a larger area of administration already existed for drainage purposes, and that the experience of the Drainage Board strengthened the desire of the Council for more complete incorporation; that in many important matters the confusion of authorities increased cost and inconvenience; that the benefits of many municipal institutions were unfairly shared by the outside districts, the

whole cost falling on Birmingham; that Birmingham supplied the whole district with gas and water, and was prejudicially affected in the management of those undertakings by local differences of rating and assessment; and that the new Assize Courts would, except in civil cases, be of no service to the outside districts, unless they came into the borough. Statistics were appended in support of the contention that there was not much difference in the rates of some of the outside districts and those of the borough, and that in all of them the rates were increasing, while those of Birmingham, for municipal purposes, were nearly stationary.

The report of the Commissioners came under the notice of the Council on April 2nd, 1889. So far as Birmingham was concerned it merely recommended the amalgamation of Edgbaston parish, and of the part of Aston parish within the borough, with the parish of Birmingham. A resolution in favour of this proposal was carried in the Council, a rider asking for differential rating being rejected by a large majority.*

Proposed
Amalgamation
of Parishes.

Meantime a second petition for incorporation had been addressed to the Queen in Council by inhabitants of Aston Manor, and had been successfully opposed by Birmingham.

The next step was taken at the December meeting of 1889, when the General Purposes Committee was instructed, on its own recommendation, first, to consider whether the scheme approved in January, 1888, should be modified, and, secondly, to communicate with the authorities of the adjacent districts, and ascertain the probability of their assent. Some doubt had been raised as to the proper method of seeking the approbation of Parliament. Hitherto any corporation desiring extension had promoted a private Bill in Parliament. But the new Local Government Act contained a provision that the council of any county or county borough might represent to the Local Government Board that alterations of boundary were desirable, that the Board might then institute a local enquiry, and afterwards make an

The Greater
Birmingham
Scheme
Revived.

* This reform was never carried out. The Local Government Board intimated that they must defer the matter until after the passing of the Act constituting District Councils. Before that Act was passed the boundaries of the City had been extended; and it was stipulated by the added districts, and agreed to by the Corporation, that they should not be taken out of their respective parishes. The scheme of a parish conterminous with the borough therefore became impossible.

CHAP. I.

—

order. The order so made would be provisional only, needing confirmation by Parliament. As it was doubted whether the new procedure was obligatory, the Committee had sent a deputation to wait on Mr. Ritchie, the President of the Local Government Board, and seek his advice. He replied that it was for the Corporation to decide upon their procedure. It was open to them to apply for an enquiry under the new Act, and he knew no reason why the enquiry should not be granted. If, on the other hand, they preferred to proceed by private Bill, he promised that the Board, in reporting upon the Bill to Parliament, would not raise an objection on the ground that the new procedure had not been adopted. It was, however, suggested that this objection might be used with effect by any opponents of the Bill.

Refusal of
Assent by
the Outlying
Districts.

Twelve months later the General Purposes Committee made their report. It was far from encouraging.* A favourable reply had, indeed, been received from Balsall Heath; for the rates in Balsall Heath were considerably higher than in Edgbaston, and the inducement was offered of a Free Library and Public Baths to be provided by the Corporation. But the authorities of Harborne and King's Norton declined to entertain the proposal, the attitude of Yardley was dubious, and strenuous opposition was threatened by Handsworth, Aston, and Saltley. The recent experience of other large towns applying for extension was also disconcerting. Liverpool and Glasgow had failed to carry their Bills. Manchester, which proceeded by provisional order, had been successful: but Manchester had the advantage of the support of seven out of eight of the local authorities concerned. The Committee therefore recommended, and the Council agreed, that the Greater Birmingham scheme should for the present be laid aside, but that they should

* Three causes which helped to frustrate the Greater Birmingham scheme may be briefly noted. (1) The first was the high poor-rate in the Parish of Birmingham. The suburban districts were reluctant to enter the Borough, fearing that this might be a first step towards their ultimate inclusion in the Parish. (2) The chief inducement by which suburban districts can be persuaded to come into a borough is derived from the difficulty which, as independent local authorities, they find in dealing with the drainage. But in the Birmingham district this difficulty had already been solved by the institution of the Drainage Board (see ii., 152, ff.). (3) The new County Councils were reluctant to part with populous districts of a comparatively high rateable value.

be authorised to continue their efforts to make the municipal borough conterminous with the parliamentary borough, proceeding by provisional order.

CHAP. I.

Consent of
Balsall
Heath and
Harborne.

Before this report was presented to the Council the consent of Balsall Heath had been finally secured, a poll, of which the result was declared on November 22nd, 1890, showing 2,186 for and 468 against annexation. It was understood that Balsall Heath should be a ward in itself, with three councillors and an alderman. With Harborne also, despite earlier opposition, the Mayor, who conducted the negotiations, found little difficulty. In February, 1888, after the promulgation of the Greater Birmingham scheme, a meeting of Harborne ratepayers had resolved to oppose annexation. But at that time Harborne was more lightly rated than Edgbaston; in 1889 their rates were threepence higher; and in 1890 the Harborne rates were 5s. 3d. for twelve months, the Edgbaston rates 5s. 4d. for fifteen months. The rating of small houses would be alleviated by annexation; for the limit of compounding was in Harborne an £8, in Birmingham a £10, rateable value.* The promises made to Harborne by way of inducement were: that the police force should be raised from six to nine; that a Free Library should be provided; and that the side-paving and lighting of the streets should be brought up to the standard of adjacent parts of Edgbaston. Harborne was to be added to Edgbaston Ward, and the part of Edgbaston which lay between Bristol Road and the river was to be cut off and added to Saint Martin's. Another inducement was found in the greater convenience of the Birmingham Courts for Harborne litigants, as compared with Stafford Assizes and the Smethwick Petty Sessions. These considerations prevailed; a resolution in favour of annexation was carried at a public meeting on December 18th, and by 792 votes to 174 at the subsequent poll. The Local Boards of Balsall Heath and Harborne instructed their clerks to co-operate in the representation to the Local Government Board.

Consent of
Saltley and
Little
Bromwich.

The negotiations with Saltley were more difficult and prolonged, for here the question of differential rating was necessarily raised. The rates in Saltley and Little Bromwich were considerably lower than those in the part of Aston parish already included in

* On compounding *see* ii., 41, 42.

CHAP. I.
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the borough, though the difference was rapidly diminishing. The terms offered to Saltley were a differential rating of 1s. in the pound for five years, and 6d. for a further term of five years. They were afterwards modified by a further concession to 1s. for five years, and then 9d., 6d., and 3d., for two years each. For Little Bromwich the differential rating according to the final settlement was 2s., for ten, and 1s. for ten, years. The Corporation also offered a promise to spend £4,000 in paving, to improve the public lighting, to increase the police force from eight to eleven, to drain and improve Adderley Park, and to reorganise the Adderley Park Free Library. The chief difficulty encountered in the negotiations was a difference of opinion as to the ward boundary. The added district would at first contribute only about 1,600 names to the burgess roll. The Corporation proposed to make up a ward by adding to Saltley and Little Bromwich a slice cut from the northern side of Bordesley Ward, larger in point of population, though much smaller in acreage, than Saltley itself. Saltley had little community of interest with Bordesley Green, from which it is separated by a wilderness of railway sidings. They would have preferred to be joined either to a part of Duddeston or to a part of Nechells Ward, towards which they entertained more neighbourly feelings. An alternative proposal was that Saltley should be a ward in itself with reduced representation; but this was impossible, as the number of councillors to a ward is fixed by statute. There was much correspondence and many interviews, and the Mayor at last hinted that if the terms offered were not accepted, the Corporation might withdraw all offers made for conciliation, and press for annexation, at the Local Government Board enquiry and before Parliament, on the merits of the case. A recent success of Leamington in annexing two suburban districts against their will was held up as a warning to the recalcitrant. At last, on February 6th, 1891, a resolution against annexation was lost at an adjourned meeting of Saltley ratepayers. The result of the subsequent poll was: For annexation, 751; against, 334.

It was understood in each case that compensation should be made to the officials of the dispossessed Local Boards, and to the counties of Warwick, Worcester, and Stafford in respect of their loss of revenue.

The Enquiry granted by the Local Government Board was held on March 3rd. There was no opposition to the whole scheme ; but the discussion on details, especially in regard to the adjustment of the liabilities of the School Boards affected, lasted all day. Saltley reiterated its objection to the proposed arrangement of wards ; and the County of Worcester raised several objections to the proposed financial adjustments. In April the Local Government Board intimated its approval of all the proposals made by the Corporation, and promised a Provisional Order. The Order was drawn up by the Board with the assistance of the Town Clerk, and was issued as a Draft Order to the Authorities concerned on May 6th. Many objections were raised to its terms ; but ultimately it was sealed and introduced to Parliament, in the form approved by the General Purposes Committee.

CHAP. I.
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The Local
Government
Board
Enquiry

The "Local Government Provisional Order Bill (No. 13)" was read the first time in the House of Commons on May 15th. It was the subject of five petitions. That of the Saltley Local Board, asking that Saltley might be a ward by itself, and that of the Midland Railway Company, asking for a continuation of certain reductions of rates in its favour, were withdrawn without eliciting any concession. The Balsall Heath Local Board petitioned against a clause, copied from the recent Manchester Order, by which they were obliged, before November 9th, to liquidate current liabilities, and also to provide funds to defray current expenses for sanitary purposes incurred before March 31st, 1892, when the borough rating would begin ; the Corporation taking powers, in case of default, to levy a district rate for these purposes. The Board had some uncertain liabilities in respect of pending litigation, which it would be inconvenient or impossible to meet in the way proposed. The petition was withdrawn, and the clause left unaltered, on the understanding that the Corporation would not oppose an application to be made by the Local Board to the Local Government Board for power to capitalise part of the costs of this litigation, and raise a loan. The only petitioners who put in appearances before the Select Committee to which the Bill was referred were the School Boards of Aston and Harborne. The original Order proposed, in accordance with a principle adopted in earlier Orders of the same sort with the consent of the Education Department, and still approved by the Local Government Board,

Proceedings
in Parliament.

CHAP. I.

—

that the Birmingham School Board should take over the schools in the added districts, and with them liability for the debts outstanding on such schools. But the Education Department had changed its mind, and favoured the contention of the petitioning School Boards that the liabilities should be apportioned on the basis of rateable value. This principle was disadvantageous to Birmingham in the case of the Saltley and Harborne schools, but, if adopted all round, it would have given Birmingham the advantage in the transfer of the Balsall Heath schools from the King's Norton School Board; and the Corporation could not, at this stage, alter their Bill behind the back of the King's Norton School Board, and to its prejudice. The Select Committee, however, amended the Bill in accordance with the petitions, and added a clause under which the Education Department should settle what contribution, if any, the School Board should pay annually to the maintenance of schools in other parts of the districts disorganised by the annexation. This amendment necessitated the appearance of the School Board before the Lords Committee in July. They asked for the application of the same principle to the case of Balsall Heath. This was agreed, so far as existing liabilities were concerned, the King's Norton School Board assenting on condition that no claim should be made upon them for a contribution to current expenses.

Royal Assent.

The Bill received the Royal Assent on July 28th, 1891. The cost to the Corporation of the proceedings from first to last was £1,753 0s. 4d. On November 2nd, 1891, there were triple elections, not only in the new Wards of Saltley and Balsall Heath, but in the three Wards, Bordesley, Edgbaston, and St. Martin's, whose boundaries were altered by the Order. Edgbaston Ward was re-named Edgbaston and Harborne Ward. The two new Aldermen were nominated by the Councillors elected for Balsall Heath and Saltley Ward respectively. From this date the Council consists of 72 members.

The annexation was followed, under the provisions of the Order, by a financial arrangement with the three administrative counties from whose areas the added districts had been taken. Inasmuch, however, as the arrangement turned in part upon new principles of finance introduced by the Local Government Act, 1888, and was subsequent to the financial adjustment made between Warwickshire and Birmingham according to the pro-

visions of that Act, it will be convenient to pause at this point, and complete the history of the extension after discussing the Act and the financial adjustment.

THE LOCAL GOVERNMENT ACT, 1888.

The Local Government Act, 1888 (51 & 52 Vict., cap. 41) which came into effective operation on the 1st of April, 1889, first created county councils exercising in the counties of England and Wales powers similar to those exercised in municipal boroughs by town councils. By the same Act sixty-one boroughs, which were either already counties in themselves or had a population of at least 50,000, were declared county boroughs, independent of the county councils. The geographical county of Warwickshire, for example, now included three separate and co-ordinate authorities—the Council of the County Borough of Birmingham, the Council of the County Borough of Coventry, and the County Council exercising the powers of local government in the administrative county, that is, in the geographical county less the area of the two county boroughs.

County
Boroughs.

During the summer of 1888 the attention of the General Purposes Committee was much occupied by the clauses of this Bill as first introduced by Mr. Ritchie. Many defects and omissions, injurious to the large towns, were discovered, and were largely removed by amendments introduced by Mr. Ritchie at the suggestion of the boroughs scheduled as county boroughs. The Town Clerk of Birmingham took an important part in securing co-operation and unanimity, in the first instance, among the largest towns, and then among all the scheduled boroughs; and the drafting of the amendments was entrusted to him, with the Town Clerk of Liverpool.

The new powers conferred upon the Council by the Act were unimportant. The Council became the local authority for the administration of the Explosives Act of 1875. The Act also transferred to the Council the powers of Justices in respect of the licensing of theatres, and enabled it, by applying for a Provisional Order, to relieve the Justices also of authority to grant music and dancing licenses. But these powers were not accepted. There was no transference of licensing authority in respect of the sale of intoxicating liquors; and, while the Council would gladly have assumed

New
Municipal
Powers.

CHAP. I.

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full powers of licensing, it was considered inexpedient to erect a dual authority, and to compel a man to apply to the Council for a theatre or music-hall license and to the Justices for leave to open a bar. The Council therefore took advantage of a clause in the Act which enabled them to hand back the authority to the Petty Sessions.

Changes in
Municipal
Finance.

The financial provisions of the Act were of far greater importance. It pulled down and reconstructed the whole system of national grants in aid of local government expenditure. It reorganised the financial relations of boroughs and counties by a method leading through much perplexity to final simplicity. First of all it abolished all the grants hitherto made from the Exchequer in aid of local rates, and earmarked for special purposes. It ordered the Council to meet expenses formerly defrayed by these grants. These expenses included the remuneration of teachers in poor law schools, the school fees of pauper children, and the weekly payment of 4s. for each pauper lunatic. The Council was also to pay to the Guardians the amount which they had before received from the Exchequer grant for the remuneration of Registrars, and to transfer to the police account one-half of the cost of the pay and clothing of the Borough Police.

The
Exchequer
Contribution
Account.

To enable the Council to meet these expenses a new fund was provided, derived from two sources—the sale of licenses, now to be called Local Taxation Licenses, and the Probate Duties. The Commissioners of Inland Revenue were instructed to pay into an account called the Local Taxation Account at the Bank of England all the proceeds of the licenses for which a man has to pay if he wishes to pursue certain occupations, or to use armorial bearings, or to shoot game or carry a gun, or to keep a horse, a dog, a carriage, or a man-servant. The amount so collected in any county or county borough was to be paid back to such county or county borough. Secondly, forty per cent. of the Probate Duties was to be paid to the same account and distributed among the counties and county boroughs in a proportion determined by the share of the old grant received by them severally in the financial year 1887-8. The money received by the Council from the Local Taxation Account was to be carried to a separate account called the Exchequer Contribution Account, and was to be applied, after meeting the expenses incident to the account,

in the first place, to make the payments above specified in substitution for the old local taxation grants, and secondly, in payment of the costs of Union Officers. The surplus remaining after these payments was to be carried to the borough fund.

CHAP. I.

So far the new arrangement was simple and easily worked. But it was complicated by a provision that account should be taken of the grants from the Local Taxation Account, in the financial adjustment which was to be made (in the case of Birmingham) with the County of Warwick and the County Borough of Coventry. The practical result was that the shares in the grants due to the three Councils were to be first pooled and then redivided according to principles of equity which the Act hardly succeeded in making intelligible. By prescribing, however, that certain hypothetical future accretions to the fund should be divided in the ratio of rateable values, it seemed to suggest the use of that ratio as one of the determinants of the distribution. The adjustment was to be made by agreement within twelve months of April 1st, 1889, or, failing agreement, by the arbitration of Commissioners appointed by the Act. It was to provide for the liability of any borough to contribute to expenses incurred by the county on behalf of the borough. All existing liabilities of this sort were abolished, and the adjustment was to make equitable provision in respect of such cessation. It was also to take account of existing property and liabilities vaguely defined as "connected with the financial relations of the county and the borough." The principle controlling the adjustment was to be that the financial position of the county was not to suffer because boroughs within its borders had become county boroughs, nor were the boroughs to be in a worse position than if they had remained part of the administrative county and received their portion of the share of the new grants falling to the county. But another principle had been introduced by one of the amendments suggested by the Town Clerk of Birmingham. Regard was to be had in the adjustment "to the amount of benefit and value of the services which the borough receives, in return for existing contributions, if any." This instruction proved very useful in the financial adjustment between Birmingham and Warwickshire; for the county authorities had been largely overpaid for the value of their services to Birmingham by the statutory contributions made by the borough to their expenses.

Financial
Adjustment
between
Counties and
County
Boroughs.

THE FINANCIAL ADJUSTMENT WITH THE COUNTY OF WARWICK.

CHAP. I.
—
Provisional
Agreement.

On May 16th, 1889, it was agreed between representatives of the three Councils of Warwickshire, Birmingham, and Coventry, that, pending the adjustment, the money received during the year then current from licenses should be distributed according to the amount received from licenses taken out in the several areas, and that the Probate Duty Grant should be divided in proportion to previous grants in aid. This arrangement was approved by the Commissioners on the understanding that they were in no way to be bound by the proportions in their final adjustment. Under this agreement the County took £52,644, Birmingham £66,277, and Coventry £9,836. The next step was to appoint a joint committee of the three Councils to agree upon the comparison of rateable values which the Commissioners were expected, though not obliged, to use as the basis of their division of the Exchequer contribution. The Joint Committee found the rateable values of Birmingham and the administrative county so nearly equal that they were taken as equal. The ratio or percentage determined was :—

The Ratio
of Rateable
Values.

Warwickshire 48.25 .. Birmingham 48.25 .. Coventry 3.50

After the extension of the City it became :—

Warwickshire 44.10 .. Birmingham 51.94 .. Coventry 3.96*

The
Arbitration.

As no further agreement upon many disputable points was reached, it was necessary to resort to the arbitration of the Commissioners. They met in full numbers, with the Earl of Derby in the chair, on the 9th and 10th of December, 1890. The Counsel who appeared for the Corporation were Sir Henry James (Lord James of Hereford), and Mr. R. S. Wright (Mr. Justice Wright). Mr. Wright also argued the case of Coventry. After an interval of delay, during which they heard the important case of Lancashire, they gave their decision as to the distribution of the Exchequer grants, but still withheld the settlement of the rest of the dispute. They issued, however, a memorandum describing in general the principles that would guide their adjudication; and, with the aid of this memorandum, an agreement was made, and the adjustment

* The ratio was open to revision in September, 1898, but was not revised at that date.

completed. The dispute and the adjustment may be considered under three heads:—

CHAP. I.

(1) It was agreed that the ultimate division of the proceeds of the Local Taxation Licenses and the Probate Duty Grant should be made according to rateable values in the ratio already determined. But it was proposed by Birmingham that all the payments specifically charged by the Act upon the fund should first be deducted, and the residue only divided according to the ratio. Warwickshire at first contended that the whole fund should be divided according to the ratio, but afterwards, admitting the Birmingham principle, claimed that the expenditure of the county on main roads should also be deducted and allowed to the county before the division of the residue. The county had been deprived by the Act of a Government grant in aid of main roads of about £6,000 annually; but they asked to levy upon the new grant, not merely the amount of the lost grant, but the whole of the expenditure. The Commissioners accepted the contention of Birmingham, with a small exception. They directed that sums representing the amounts of the discontinued grants in aid should first be paid to the several councils, less the grant made in respect of the salaries and certain expenses of the Poor Law Medical Officers, and that the residue should be divided according to rateable value. This rule was more advantageous to Birmingham than the interim arrangement; for it was found that in the financial year 1889-90 Birmingham had received £3,223 less, the County £1,597 less, and Coventry £4,820 more, than they were severally entitled to receive according to the decision of the Commissioners.

Division
of the
Exchequer
Grant.

(2) There were certain items of expenditure to which Birmingham remained liable to contribute. They included the salary of the Clerk of the Peace and other County Officers, the maintenance of county bridges, registration expenses, and various expenses connected with the Warwick Assizes and Quarter Sessions. Warwickshire asked that the rateable value ratio should here be applied, so that Birmingham should pay £4825 of the whole of these expenses. Birmingham contended that a much smaller proportion would represent the "benefit and value" received. The Warwickshire claim was for £2,708 5s. 5½d. annually. The annual payment determined in the final agreement was £600.

Contribution
to County
Expenses.

CHAP. I.

—

Commutation
of Abolished
Contributions.

This amount was raised to £622 after the extension of the boundaries.

(3) The Act had directed that account should be taken of county expenses to which the liability of the borough to contribute had ceased. There were seven such items of expense; and these were treated in the claim of the County in the same manner as the heads of expenditure just considered. Warwickshire asked for £570 6s. 4d. annually. Under the agreement Birmingham paid in commutation a capital sum of £30,500.

The agreement was confirmed by an Order of the Commissioners, dated December 16th, 1891.

Before the Act Birmingham had contributed to county expenses, on the average of the last three years, £2,800 annually. This payment would have increased under the old system to something over £3,100. The expense imposed by the adjustment was £2,155, including interest and sinking fund on the capital payment. At the end of the thirty years for which the £30,500 was borrowed it will fall to £622 annually. The comparison illustrates the salutary effect of the principle so providently introduced into the Act at the suggestion of Birmingham.

COST OF THE EXTENSION OF THE CITY.

Compensation
to Officials.

The extension of the City involved the payment of pensions to persons who had filled public offices in the added districts. The total number of the persons compensated for loss of employment was 14; and the total amount of the pensions £944 2s. 2d. The largest pension was that granted to Mr. B. Weekes, Clerk to the Balsall Heath Local Board. This gentleman had also acted as Solicitor to the Board. During the last few years of its existence the Board had been so unfortunate as to be engaged in much litigation; and the five years' emoluments received by Mr. Weekes, the average of which formed the basis upon which the compensation was estimated, included the fees paid to him as solicitor in these lawsuits. The claim attracted some public attention, and stimulated the wit of local satirists. But the good faith of the City appeared to have been pledged, and the resolution assessing the amount of compensation was adopted, after the loss by 34 votes to 28 of an amendment calling for further enquiry into the basis of calculation and the amount due. All the representatives of Balsall Heath voted in the minority.

The annexation also necessitated a financial settlement between the City and the Counties of Warwick, Worcester, and Stafford. The negotiations occupied four years. It was first necessary to come to an agreement with the counties as to the rateable values to be assumed in subsequent calculations. A special committee was appointed for this purpose, and agreed upon the following values :—

Warwickshire ..	£1,792,192	{ Saltley and Little	
		{ Bromwich ..	£59,868
Staffordshire ..	£3,560,269	Harborne ..	£32,586
Worcestershire ..	£1,542,582	Balsall Heath ..	£76,516

The value given for the county in each case is that of the administrative county, and includes that of the detached district.

The Counties of Warwick and Worcester claimed the full value of the police stations taken over. This claim was not affected by the subsequent disputes. The City paid £2,800 for Saltley Police Station, and £5,250 for that at Balsall Heath. All the counties claimed compensation for the loss of rateable area. This claim rested on the contention that the counties had made a profit out of the detached areas, that is, that they had spent less in the detached areas than they had taken out of them in rates. The most difficult question was that raised by the Counties of Worcester and Stafford in respect of the Exchequer Contribution receipts. They contended that the ratio of the Exchequer surplus received by them in respect of the detached areas to the total surplus received was a larger ratio than that of the rateable value of the areas to that of the whole counties ; and that therefore, as the distribution of the Exchequer Contribution between the counties and the county boroughs was made partly according to rateable values, they would suffer a loss of income by the severance. They did not, however, specify any sum. An agreement was made with the two counties to enable the Local Government Board to effect a natural adjustment of the Exchequer grant. The claim of Warwickshire, with the exception of that relating to main roads, and a counter claim of the City in respect of its interest in the County Lunatic Asylum, was amicably settled by the payment of £4,000. Here agreement ended ; and the whole of the Stafford and Worcester claims, with the unsettled part of the Warwick claim, were submitted to the arbitration of the Local Government Board.

CHAP. I.

—
Financial
Settlement
with the
three
Counties.

Claims of the
Counties.

CHAP. I.
—
Arbitration.

The arbitration was of importance, because there had been no previous instance of a county borough extending its area into other counties. The arguments were heard in London on November 22nd, 23rd, 24th, 1893. The Board was asked to lay down principles to govern the adjustment with reference to (1) compensation for loss in respect of the Exchequer Contribution money, as affecting the Counties of Stafford and Worcester; (2) compensation in respect of main roads, county bridges, police expenditure, salaries, general county expenditure, gaol and asylum pensions, etc., and outstanding loans; (3) the division of the county property (including lunatic asylums and police stations), assets and liabilities. The results of the arbitration will be summarised under these three heads. It will be interesting to compare the amounts of the original claims of the counties, and that of the claims as amended after negotiation and before the arbitration, with the amounts determined on the principles laid down by the Local Government Board arbitrators.

Compensation
for loss of
Exchequer
Contribution.

(1.) The compensation was to take the form of yearly payments to be carried to the credit of the Exchequer Contribution Account of the county or borough receiving. It was first ascertained what benefits the transferred areas and the remainder of the counties respectively received out of the Local Taxation Account before the extension of the City. The benefits included half the average annual expenditure on main roads. The loss in respect of which compensation was to be paid, either by the county or the borough, was the difference between the benefits appertaining to the transferred areas, and the aggregate amount of the Local Taxation Licenses, Probate Duty Grant, and Beer and Spirit Duties, received in respect of the same areas. The result was that Staffordshire received annually £261 in respect of Licenses and Probate Duty, but nothing in respect of Beer and Spirit duties, and that Worcestershire paid to the City annually £120 for Licenses and Probate Duty, and £163 in respect of Beer and Spirit Duties. In addition, a single payment of £120 was made by Staffordshire, and of £394 by Worcestershire, in respect of balance of Beer Duties in hand.

Compensation
in respect of
Main Roads
and Bridges
and Salaries.

(2.) The principle adopted with reference to Main Roads was that half the average expenditure should be counted, the other half having been dealt with in connection with the Exchequer

Contribution. If it was found that the expenditure in the transferred area fell short of the rateable contribution of that area to the total expenditure, the City should pay the County compensation for one-half the difference, capitalised at thirty years' purchase. This was by far the largest item in all the three claims. The amounts paid by the City under this head, compared with the original and amended claims, were as follows.

		Original Claim.	Amended Claim.	Final Settlement.
Warwickshire	.. ..	£16,380	£10,200	£4,620
Staffordshire	.. ..	11,850	12,870	6,143
Worcestershire	.. ..	28,140	12,000	12,600

A similar rule was applied to the case of Bridges. Under this head Staffordshire claimed £390, and received £354; Worcestershire claimed £217 10s. but received £630. The rule laid down with respect to salaries was that the City should compensate the Counties for the loss of the rateable contribution of the transferred area to any fixed salary which the County Council had had no opportunity of reducing since the extension; the loss to be capitalised at fifteen years' purchase. No compensation was allowed in respect of officers paid by fees, or of those whose salary the County Council might have reduced if they had chosen. No compensation was awarded under the head of General Expenditure. Under these heads Staffordshire claimed £1,342 10s. and received £915; Worcestershire claimed £6,127 10s., or £6,054 3s. 9d. in the amended claim, and received £2,520; the claim of Warwickshire had been included in the friendly settlement.

(3.) It was decided that compensation should be allowed to the City for the shares of the added districts in the County Asylums, according to the amount of accommodation of which the districts were deprived. The Police Stations were to be treated as assets to be divided in proportion to rateable value; and compensation was also allowed in respect of Industrial Schools. Under these heads Birmingham received £15,147 from Worcestershire, and £1,462 from Staffordshire. The following is a summary view of the whole settlement :

Division of
Assets and
Liabilities.

CHAP. I.

CAPITAL PAYMENTS.

	Original Claim.			Amended Claim.			Final Settlement.		
	£	s.	d.	£	s.	d.	£	s.	d.
Warwickshire	21,255	0	0	16,674	10	0	8,794	0	0
Worcestershire	41,228	5	0	24,823	8	9	7,285	0	0
Staffordshire	15,649	0	0	16,669	0	0	7,000	0	0
Total	78,132	5	0	58,166	18	9	23,079	0	0
Purchase of Police Stations	8,050	0	0	8,050	0	0	8,050	0	0
Compensation for loss of Rateable Area ...)	70,082	5	0	50,116	18	9	15,029	0	0
	78,132	5	0	58,166	18	9	23,079	0	0

Also the City made a net annual gain of £22 on the Exchequer Contribution Account. It is worthy of note that the claim of the Counties for compensation for loss of area was reduced by the negotiations and the arbitration by seventy-eight per cent. The Chairman of the Finance Committee paid a high compliment to Mr. T. H. Clare, then Deputy Treasurer, now City Treasurer, for the part he had taken in securing this fortunate result.

Estimated
Cost of the
Extension.

When the Finance Committee made their final report on the settlement, on January 7th, 1896, they added a rough estimate of the cost of annexation, which is here given in an abbreviated form :

	£	£
Interest and Sinking Fund on £23,079	1,177	
Less net gain on Exchequer Contribution Account	22	
		1,155
Estimated Expenditure on account of added districts, Municipal Account	22,682	
Less Income from Borough Rate	22,037	
		645
Total Cost to Borough Rate		£1,800
Estimated Expenditure on Improvement Account	31,869	
Less Income from Improvement Rate	15,958	
Total Cost to Improvement Rate		£15,911

These sums were equivalent to a Borough Rate of $\frac{1}{4}$ d. in the pound, and to an Improvement Rate of $2\frac{1}{4}$ d. The Chairman of the Finance Committee, however, admitted that the calculations had been made in such a way that the error, if any, must be an error of excess.

CHAP. I.

It had never been suggested by the advocates of the extension that it would result at first in a financial gain. It had even been predicted that the cost would be a 2d. rate. The financial advantage would come later, as unoccupied land was built upon, and new rateable value created. The following figures show that from the first the rateable value of the added districts increased with greater rapidity than that of the rest of the City.

Ultimate
Financial
Advantage.

YEAR.	Rateable Value of added Districts.	Rateable Value of old City.
	£	£
March, 1890	168,052	1,817,638
" 1891	175,714	1,838,958
" 1892	182,580	1,858,278
" 1893	192,989	1,886,528
" 1894	218,788	1,975,762
" 1895	219,038	1,971,815

The increase of rateable value was therefore 30 per cent. in the added districts, while it was only 8.5 per cent. in the old City.

CHAPTER II.

FINANCE.

I.—CAPITAL EXPENDITURE.

II.—CURRENT EXPENDITURE

III.—INCOME.

Chairmen of the Finance Committee.

1884-1886.—J. POWELL WILLIAMS (resigned Jan. 5th, 1886).

1886-1888.—F. C. CLAYTON.

1888-1890.—H. J. MANTON.

1890-1891.—CHARLES WALLIS.

1891-1899.—F. C. CLAYTON.

CHAP. II.

Preliminary.

For all financial purposes the period covered by this volume is to be taken as the fifteen years and three months from the 1st of January, 1885, to the 31st of March, 1900. The odd three months are January to March, in the year 1890, when the financial year of the Corporation was altered to begin on the first of April instead of the first of January.

The income and expenditure of the different departments of the Council will be shown in financial tables appended to the several chapters in which their work is discussed. The present chapter deals more generally with the history of municipal finance. In the first section, under the head of Capital Expenditure, the growth of the City Debt, the provision made for repayment, and changes in the character of the debt, will be discussed. In the second section, which treats of Current Expenditure, it will be sufficient to summarise the expenditure, of which a more particular account must be reserved for future chapters. The third section will contain an account of the enlargement of the resources of the City, whether

by subsidies from the Imperial Exchequer, by the increase of property assessed to the rates, or by the raising of the rates levied by decree of the Council.

CHAP. II.

As a preliminary to this discussion the following conspectus of the increase, and of the increase per cent., of the expenditure and the resources of the Corporation, will be of interest. The two most striking facts disclosed by this calculation are that the ratio of increase of the debt is only slightly larger than the ratio of increase of the taxable wealth of the City as measured by assessment; and that the expenditure of the School Board has increased almost exactly twice as fast as that of the Corporation.

Summary of
Increase of
Expenditure
and Income.

	1884.	1899-1900.	Increase.	Increase per cent.
	£	£	£	
Assessment (Borough Rate) ...	1,611,852	2,344,239	732,387	45·4
Yield of a Penny Rate:				
Municipal	6,716	9,787	3,071	45·7
Improvement	5,162	7,887	2,725	52·8
<hr/>				
Rates in the £	4s. 5d.	5s. 3d.	10d.	18·8
Rates, less School Board and Drainage Board.....	3s. 5-13d.	3s. 9-8d.	4-67d.	11·35
	£	£	£	
Income from Rates	316,338	560,135	243,797	77·1
Income from Rates, less School Board and Drainage Board ...	236,615	391,897	155,282	65·6
<hr/>				
Net Expenditure of spending Departments:				
Public Works	118,753	192,672	73,919	62·2
School Board	55,000	127,000	72,000	130·9
Public Health.....	47,309	85,609	38,300	80·9
Watch Committee, Muni- cipal (Police)	29,674	49,325	19,651	66·2
Watch Committee, Improve- ment (Fire Brigade)	4,411	11,664	7,253	164·4
Drainage Board	24,722	41,238	16,516	66·8
Estates	14,640	18,527	3,887	26·5
Baths and Parks	10,474	15,265	4,791	45·8
Lunatic Asylums	5,593	9,315	3,722	66·5
Industrial School	1,596	1,948	352	22·0
<hr/>				
Corporation Debt	7,182,221	10,689,521	3,507,300	48·8

I.—CAPITAL EXPENDITURE.

GROWTH OF THE CORPORATION DEBT.

CHAP. II.
Section 1.
—
Summary of
Capital
Expenditure.

The following statement shows the details of the Capital Expenditure by which the Debt of the Corporation increased from £7,182,221 on the 31st December, 1884, to £10,689,521 on the 31st of March, 1900 :—

	CAPITAL EXPENDITURE.		OUTSTANDING DEBT.	
	To Dec. 31, 1884.	To Mar. 31, 1900.	On Dec. 31, 1884.	On Mar. 31, 1900.
	£	£	£	£
City Gaol.....	92,866	92,866	10,871	2,594
Lunatic Asylums:				
Winson Green.....	94,720	94,720	2,207	—
Rubery Hill.....	148,053	167,835	138,833	144,080
Holly Moor.....	—	12,724	—	12,262
Baths and Washhouses.....	77,674	89,111	48,180	40,826
Police Stations	24,910	27,829	13,389	6,273
Public Office, Moor Street	14,906	14,810	6,823	2,055
Aston Hall and Park.....	24,183	26,750	13,691	11,126
Calthorpe Park	1,354	1,433	881	286
Highgate Park	14,521	14,521	12,302	4,127
The Victoria Park.....	10,000	10,000	9,493	5,525
Summerfield Park	12,069	27,188	11,699	23,275
General Property Improvements	81,928	88,411	41,425	38,768
The Council House	163,805	166,412	153,597	131,469
Tramways	126,648	228,888	105,159	105,482
Industrial School	14,709	19,773	11,486	7,210
Weights and Measures Office ...	1,204	1,204	1,204	183
Public Mortuaries.....	794	794	644	200
City Cemetery	46,397	47,992	25,222	11,611
Closed Burial Grounds.....	10,263	10,000	10,134	8,178
Saint Mary's Gardens	1,856	1,500	1,820	682
Walmer Recreation Ground ..	—	2,120	—	1,416
Balsall Heath Park	—	2,866	—	1,885
Fever Hospital, Lodge Road ...	14,258	59,897	14,251	49,405
Judges' Lodgings	—	5,746	—	1,970
The Victoria Courts	—	113,303	—	101,912
Town Hall	—	9,395	—	6,783
Redemption of Contributions to				
County of Warwick	—	30,500	—	24,167
Technical School	—	93,054	—	79,257
Central Police Offices	—	11,363	—	8,753
City Hospital, Little Bromwich	—	48,978	—	41,857
Equitable Adjustment with the				
Three Counties	—	22,719	—	18,469
Saint Paul's Gardens	—	2,202	—	1,815
Carried forward	976,618	1,525,904	633,311	893,851

	CAPITAL EXPENDITURE.		OUTSTANDING DEBT.	
	To Dec. 31, 1884.	To Mar. 31, 1900.	On Dec. 31, 1884.	On Mar. 31, 1900.
	£	£	£	£
Brought forward	976,618	1,525,904	683,311	893,851
Cannon Hill Park Extension ...	—	414	—	364
St. Mark's Recreation Ground ..	—	566	—	500
Queen's Park	—	2,100	—	1,942
Queen's Ride	—	3,535	—	3,535
Adderley Park	—	45	—	45
Expenses under Inebriates Act ..	—	2,000	—	2,000
Site for Hospital, Yardley Road ..	—	1,400	—	1,400
Improvements under Public Health Act, 1875	38,256	38,256	36,048	27,057
Free Libraries	78,183	111,751	69,317	83,423
Art Gallery	—	4,052	—	1,480
School of Art	—	31,868	—	26,683
Improvement Capital	288,225	299,341	179,327	100,396
Consolidation Act, Costs	—	5,414	—	1,452
Improvement of River Rea	—	52,086	—	48,902
Improvement of Hockley Brook ..	—	10,702	—	9,656
Street Improvement Capital ...	111,285	111,670	36,047	17,038
Late Commissioners' Bonds ...	197,176	197,176	85,159	60,432
Sanitary Capital	684,329	1,374,402	557,769	838,410
Costs of Issue of Stock	110,983	291,897	109,278	258,647
Dwelling House Improvement Fund	1,519,425	1,703,989	1,469,104	1,447,744
Gas Department	2,274,095	2,379,052	2,056,882	1,793,739
Water : Acts of 1875 and 1879 ...	1,960,045	2,097,860	1,949,979	2,008,966
Water : Eian Supply	—	2,606,908	—	2,584,143
Electric Supply	—	482,716	—	482,716
Total	£ 8,188,620	13,355,002	7,182,221	10,689,521

Some of the above items may be further analysed :—

	CAPITAL EXPENDITURE.		OUTSTANDING DEBT.	
	To Dec. 31, 1884.	To Mar. 31, 1900.	On Dec. 31, 1884.	On Mar. 31, 1900.
	£	£		£
Improvements under Public Health Act :				
Markets	—	4,875	—	4,564
Public Works	13,186	13,186	12,047	7,559
Health Department	25,070	20,195	24,001	14,934
Total	£ 38,256	38,256	36,048	27,057
Improvement Capital :				
Markets	4,210	4,210	2,389	474
Public Works	278,651	295,181	171,805	99,922
General Purposes	5,364	—	5,183	—
Total	£ 288,225	299,341	179,327	100,396

CHAP. II.
Section 1

	CAPITAL EXPENDITURE.		OUTSTANDING DEBT.	
	To Dec. 31, 1884.	To Mar. 31, 1900.	On Dec. 31, 1884.	On Mar. 31, 1900.
Late Commissioners' Bonds :	£	£	£	£
Public Offices, Moor Street ...	12,700	12,700	5,688	3,997
Markets	105,901	105,901	44,678	31,709
Town Hall	69,521	69,521	30,824	21,877
Public Works	6,554	6,554	2,912	2,063
Health Department	2,500	2,500	1,112	787
Total £	197,176	197,176	85,159	60,432
Sanitary Capital :	£	£	£	£
Fire Brigade	23,553	23,146	23,102	21,082
Markets	93,465	270,865	90,042	214,532
Public Works	441,201	975,802	373,923	551,455
Health Department	76,110	98,589	70,703	51,341
Total £	634,329	1,374,402	557,769	838,410

It will be observed that certain items were transferred from one department to another.

Capital
Expenditure
of Depart-
ments.

The distribution of the Capital Expenditure and Debt at the same dates among the several committees of the Council was as follows :—

	CAPITAL EXPENDITURE.		OUTSTANDING DEBT.	
	To Jan. 1, 1885.	To Mar. 31, 1900.	At Jan. 1, 1885.	At Mar. 31, 1900.
	£	£	£	£
Finance	110,983	337,426	109,278	294,689
Watch	76,069	218,342	48,948	152,666
City Gaol.....	92,866	92,866	10,871	2,594
Baths and Parks	158,976	190,565	105,293	102,219
Markets and Fairs.....	226,730	409,005	145,244	256,249
Estates.....	389,008	411,653	245,690	191,494
General Purposes	5,364	5,414	5,184	1,452
Industrial School	14,709	19,773	11,486	7,210
Public Works	927,139	1,649,604	701,729	860,271
Health	120,755	234,376	112,176	161,185
Lunatic Asylums	242,773	275,279	141,040	156,342
Technical School	—	93,054	—	79,257
Free Libraries.....	78,188	111,751	69,317	83,423
Museum and School of Art	—	35,920	—	28,163
Improvement	1,519,425	1,703,939	1,469,104	1,447,744
Gas	2,274,095	2,379,052	2,056,882	1,798,739
Water	1,960,045	4,704,768	1,949,979	4,588,109
Electric Supply	—	482,716	—	482,716

The Capital Liabilities of the Corporation are larger than its own outstanding debt, as it borrows money to advance to the School Board, the Drainage Board, and the Board of Guardians, besides lending to those bodies from the Loans Fund. The amount so raised and lent to public bodies was £280,391 on the 31st of December, 1884, and £860,173 on the 31st of March, 1900. The chief items of the gross debt of the Corporation on these two dates were as follows:—

	Dec. 31, 1884.	Mar. 31, 1900.
	£	£
Annuities	2,721,640	2,677,615
Gas Debentures	48,650	—
Stock	3,445,693	7,700,600
Loans	1,872,245	1,548,719
	£7,588,228	£11,921,934

The total Capital Liabilities on March 31st, 1900, were as follows:—

	£
Annuities, Stock, and Loans	11,921,934
Amount at credit of Sundry Funds (Tramway Deposits, Trust Funds, etc.)	128,609
Due to Creditors on Capital Account.....	2,472
Due to Treasurer on Capital Account... ..	14,775
	12,062,790
Add Appropriation of Loans Fund	628,863
	£12,691,653

The difference between the Liabilities as here stated and the Outstanding Debt, as given above, is accounted for as follows:—

	£
Corporation Debt... ..	10,689,521
Loans to Local Authorities	860,173
Cash Assets (Investments, and in hands of the Treasurer)	513,096
	12,062,790
Add Loans Fund Appropriated	628,863
	£12,691,653

The Gas and Water Annuities are capitalised at twenty-five years' purchase—that is, at the market value they bore at the

CHAP. II.
Section 1.

time of their creation. The item Appropriation of Loans Fund represents the exercise of a financial power first acquired by the Corporation by the 72nd section of the Water Act of 1892. Under this section the Corporation may employ the balance in hand of the Loans Fund, that is, the fund created by the contributions of the spending departments for the redemption of stock, not only in making advances to other local authorities, but for the purposes of any loans which it is duly authorised to raise.* This amount therefore properly appears on both sides of the balance sheet.

Relation of
the Debt
to the
Burden of
Rates.

Nothing is more misleading, and yet no fallacy is more popular, than to use the increase of municipal debt without qualification as the measure of the increase of the price charged to the community for improvements in municipal administration. Municipal capital is necessarily borrowed capital, and it ought to be evident at a glance that a great part of the expenditure summarised above represents the necessary condition of economical advantages analogous to those which, in private enterprise, a man in command of capital obtains over a competitor who does not possess, and has not credit to borrow cheaply, the capital that is necessary for large undertakings. The economy of labour-saving appliances, for example, costs a Corporation an increase of debt; but it is none the less economical. It is hardly necessary to point out how much of the expenditure is immediately remunerative, the City acquiring productive property in exchange for its outlay. To this category belong Tramways, Electric Supply, Gasworks, Waterworks, Cemeteries, Markets, and, with certain deductions, the Improvement Scheme. There are, however, other items of capital expenditure, and therefore of increasing debt, which are not so obviously remunerative. By way of warning against the vulgar error of estimating the public burden by the public debt, a few examples may be taken out of many that will appear in the course of the subsequent history. The debt is increased by the cost of a refuse destructor. The destructor produces no revenue, or only a trifling revenue; but it is directly remunerative if the annual charges in respect of capital are less than the annual saving in the cost of hauling refuse to

* The Birmingham Corporation Stock Act of 1900 repealed this section, and substituted a power of re-allocating the Stock itself, thus obviating the necessity for showing these figures on both sides of the balance sheet.

distant tips. A street is paved with wood or granite. The cost of the paving is borrowed, the debt increased, and a new fact supplied to those who protest against extravagance. Yet the annual burden imposed by the outlay is counterbalanced by a reduction in the annual cost of repairing, renewing, and scraping macadam roadways. Again, consider the item of £258,647 of debt outstanding on account of costs of issue of Corporation Stock. This represents chiefly the discount on Stock issued below par. The reason why it is more economical to float stock bearing a low rate of interest at a discount than stock at a higher rate of interest at a premium will appear below. Here the point is that the former operation, though more economical, results in a larger increase of debt than the latter. Suppose, for example, that a Corporation, wishing to exchange for stock a mortgage debt of £92,000, has the choice of issuing Three per cent. Stock at £92, or Three-and-a-half Stock at £103. These data agree approximately with the actual state of the market in 1887. By the former operation a capital liability of £100,000 will be substituted for a capital liability of £92,000; by the latter the liability remains unchanged. The former operation entails an increase of debt by £8,000, under the head of costs of issue, while the latter yields a premium of £2,760, which is at once applied to the reduction of debt. Yet the adoption of the former method instead of the latter saves £220 a year in interest.

Such considerations make it almost impossible to distinguish with accuracy between that portion of capital outlay which repays itself by new income or by a saving of current expenditure, and that which must be justified by other considerations. Unless, therefore, the critic of municipal economy is prepared to enter upon a very intricate calculation, he must be content with the method, at once simpler and more trustworthy, of relying on the data furnished by statistics of current expenditure. "The question," said the late Alderman Martineau, on the 9th of November, 1886, "is not 'What is the amount of the debt?' but 'What is the effect on the ratepayers who have to find interest and sinking fund?'"

CURRENCY OF LOANS.

Such an estimate, however, leaves out of account the prospective advantage to posterity of capital outlay defrayed by loans which

Restrictions
on the
Currency of
Loans.

CHAP. II.
Section 1
—

will have been repaid before the value of the improvement purchased is exhausted. This prospective asset is enhanced, to the disadvantage of the present generation, by restrictions on the currency of loans imposed by statute, by the Treasury, or by the Local Government Board. The principles by which these restrictions are determined do not yet appear to be securely fixed. When, for example, the Corporation borrowed money to build workmen's houses in Ryder Street, the term of repayment was fixed at forty years; but two years later they were allowed fifty years for the repayment of money borrowed to build similar houses in Lawrence Street.

Dispute
with the
Treasury.

Conflicting views of the principle involved were well illustrated by a long correspondence between the Finance Committee and the Treasury in the autumn of 1885. The Municipal Corporations Act had fixed thirty years as the proper period for repayment of municipal loans. This term was justified by the supposition that it was just to require any loan to be paid off by the generation that was responsible for raising it, combined with the popular estimate that thirty years make one generation. The Birmingham Consolidation Act had provided a sixty years limit for loans in certain cases in which the thirty years limit was specifically laid down by the Municipal Corporations Act. The Public Health Act, in authorising the Local Government Board to limit the currency of loans raised with their sanction under the Act, had fixed sixty years as the maximum limit. The Free Libraries Act had provided that the sanction of the Treasury was necessary for loans raised to build libraries; but the Treasury was not directed, as the Local Government Board had been directed in the Public Health Act, to determine the period of repayment. Until 1885 the currency of Free Library Loans had been left to the discretion of the Corporation, which had uniformly allowed itself the liberal term of one hundred years. In that year the Treasury refused to sanction a small building loan except on condition of an undertaking to repay the loan in thirty years.

The Finance Committee protested vigorously, and even called in question the competence of the Treasury to fix any limit at all. The Treasury held that authority to affix any condition was implied in their authority to refuse assent altogether; and justified the condition they had laid down by appealing to the

"one generation" principle of the Municipal Corporations Act, and by avowing that their purpose was to discourage the growth of municipal debt by increasing the immediate burden. Since this discussion the thirty years term has not been exceeded in Free Library Loans, except in two cases where fifty years were allowed for repayment of money raised for the purchase of land.* Alderman Powell Williams, the Chairman of the Finance Committee, asked the Council to "fortify the Finance Committee by its opinion in resisting the arbitrary and harmful rule which the Treasury wants to lay down." "If a work," he added, "involving large expenditure were in question, this decision might be absolutely prohibitive. The Treasury speaks of the increase of local indebtedness, but says nothing about the assets. The decision strikes a blow at local government and at social progress."

CHAP. II.
Section 1.

Nine years later Alderman Clayton, who had succeeded Alderman Powell Williams as Chairman of the Committee, had occasion to put the other side of the question. A return had been made to the Council showing that the debt, exclusive of Gas, Water, and Improvement Scheme, had risen from £790,712 in 1875 to £3,651,497 in 1894. Mr. Clayton threw part of the blame on Parliament for granting facilities to borrow on easy terms. "As long as thirty years was the longest currency we were more cautious." In the Act establishing County Councils the sixty years allowed by the Public Health Act had been reduced, so far as the newly created authorities were concerned, to a maximum of thirty years.

Disadvantage
of Long
Terms of
Repayment.

The more restrictive policy pursued by the central authority during the period with which we are concerned may be illustrated by a few examples. The only new building of the period for which the term of sixty years was allowed was the Victoria Courts, which were built under a special Act. The School Board has commonly borrowed from the Council for fifty years; but the cost of building the Technical School and of extending the School of Art is to be paid off in thirty years. Sixty years used to be the regular limit in the case of purchase of freehold land; only fifty years are now commonly allowed. Thus the first purchase of land for Summerfield

Effect of
Recent
Restrictions.

* These sanctions were subsequent to the transference of the control of Free Library Loans from the Treasury to the Local Government Board by the Local Government Act of 1888, section 72.

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Section 1.

Park was on a sixty years loan; but the lesser limit is imposed on later additions of land to the same park. The period allowed for repaying loans for wood paving was reduced from twenty-five years to fifteen in 1891, and to eleven in 1898. The term of repayment of "Improvement Capital" borrowed under the Improvements Acts of 1851 and 1861 was extended to fifty years by Provisional Order in 1876. For works of a similar character the longest period recently allowed has been thirty years. Loans raised under the new Water Act are for sixty years; but this term was fixed by Parliament, not by the Local Government Board. The effect of these restrictions will be strikingly shown by the statistics of repayment given below.

CONTROL OF CAPITAL EXPENDITURE.

Limited
Powers
of the
Finance
Committee.

The capital expenditure is ordered by the Council from time to time on the recommendation of the several Committees. The Finance Committee then receives the instruction of the Council to borrow the money after obtaining the consent of the Local Government Board, or (in the case of tramways only) of the Board of Trade. Its functions are ministerial. It has no authority, such as has been committed to the Finance Committees of County Councils, to exercise any effective restraint on expenditure. In 1886 the Chairman of the Finance Committee defeated a recommendation of the Baths and Parks Committee by carrying an amendment declaring that it was inexpedient, in view of the depressed state of trade, to incur further outlay on baths. This incident attracted public attention; it was quite unusual, and has, indeed, been rarely repeated. The estimates of the several Committees for current expenditure are annually collected, compared, and taken into consideration together, by a Committee of the whole Council, on a day appointed for the purpose. An opportunity is thus afforded of judging of the requirements of each committee in the light of the total requirements of all the departments. There was no similar provision for a general review of proposed capital expenditure, each proposal being separately considered on the day chosen by the Committee concerned for its report.

New
Regulations.

The question of establishing some more effective check on this part of the expenditure of the Council has from time to time

engaged the attention of the Finance Committee. In August, 1886, they obtained the sanction of the Council to a method of book-keeping by which any excess of capital expenditure over authorised loans would at once come under the notice of the Treasurer, and be reported to the Finance Committee. Any excess of less than £100 was to be charged to the revenue account of the spending committee. It was also directed that no payment once made on revenue account should be transferred to capital account, or, under the heading of "Proposed New Loan," to a suspense account, except by authority of a minute of the Finance Committee, who would then become responsible to the Council; and that, whenever the Finance Committee made an order on the Treasurer for payment on capital account in excess of the amount authorised by the Council, they should inform the Council in their next report, unless the spending committee should have in the meantime obtained the authority of the Council. On June 6th, 1893, it was reported that the effect of these regulations had been to reduce the total overdraft from £28,120 to £6,826.

In March, 1895, the Finance Committee returned to the question of control in a special report on the estimates of the year. A substantial increase of rates was immediately necessary, and a further increase in the following year probable, while the revenue had suffered by the success of appeals against the Aston assessment. The Committee advised the Council that greater caution was necessary in passing large requirements on capital account; that the immediate annual charges in respect of the interest and repayment of new loans contracted during the past year amounted to £10,500; and that already more than thirty per cent. of the total expenditure was required for redemption of loans and interest. They also remarked that enlargements of capital accounts were commonly followed by an increase in administrative expenses. They therefore asked and received instructions to confer with the General Purposes Committee "whether it was desirable to adopt any system which might give the Council a more efficient control over expenditure on capital account." The result of the conference was a regulation, adopted on the 11th of June, 1895, on the recommendation of the two committees, directing all committees, except the Gas and Water Committees, to send to the Finance Committee before the end

Attempt to
Find a New
Method of
Control.

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Section 1.

of January in each year, a statement of the purpose and amount of proposed capital expenditure for the financial year beginning on the ensuing 1st of April. The Finance Committee was instructed to incorporate such statements in their next report, with any observations they might think proper. In any case of unforeseen capital expenditure the committee concerned was instructed to communicate with the General Purposes Committee before laying their recommendation before the Council. The General Purposes Committee would then express their judgment on the proposal in a resolution to be forwarded to the spending committee.

Failure of
the New
Check.

No striking example of the effect of this check appears to be forthcoming. In the following comparison of gross capital expenditure in the five years preceding, and the five years following, the new regulation, no account is taken (1) of fluctuations in the trading capital of the Gas Committee, (2) of the purchase money of the Electric Supply undertaking, (3) of the capital expenditure of the Water Department, to which the Corporation was already committed by the Act of 1892, and (4) of small additions to the Improvement Scheme capital, which was also, in a sense, predetermined. Premiums on the issue of Stock in the earlier period, and discounts in the later period, are also omitted from the calculation.

		£			£
1890-1	...	52,904	1895-6	...	119,439
1891-2	...	152,053	1896-7	...	56,736
1892-3	...	92,840	1897-8	...	121,848
1893-4	...	94,336	1898-9	...	84,661
1894-5	...	117,632	1899-1900	...	163,488
		<u>£509,765</u>			<u>£546,372</u>
Annual average	...	<u>£101,953</u>	Annual average		<u>£109,274</u>

The
Regulation
Rescinded.

In March, 1899, the Finance Committee made a return showing a comparison between the capital expenditure of which they had received intimation under the new regulation, and that which was actually authorised by the Council. In 1898-9, for example, £235,845 had been included in the forecast, and £320,572 had been authorised. But of the latter amount no less than £263,237 had been expenditure not included in the forecast, and £8,705 had been authorised for the purposes predicted, but in excess of

the estimate, leaving only £48,630 in respect of which the forecast of £235,845 had been verified. Of the expenditure authorised in three years, only 53 per cent. in 1896-7, 18 per cent. in 1897-8, and 15 per cent. in 1898-9 had been reported under the rule as likely to be required. Apparently the regulation had assumed in the Committees a prophetic gift which they did not possess. The return having therefore proved to be misleading, the minutes under which it was made were rescinded.

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REPAYMENT OF LOANS.

The following table shows that the charges on the revenue of the Corporation for repayment have considerably more than doubled since 1885. The remarks already made on the shortening of the currency of loans explain the striking disproportion between the increase of the debt and the increase of the annual sinking-fund charges.

Annual
Cost of
Repayment.

YEAR.	Paid from Income to Sinking Fund.	Paid from Income to Capital Expendi- ture.	Sales of Property applied to Redemp- tion.	Interest on Stock advanced to Drainage Board.	Net Premiums on Stock Issued.	Total Repay- ment during year.	Total Repayment to end of year.
	£	£	£	£	£	£	£
1886	65,851	811	—	—	—	66,662	1,128,118
1887	67,481	1,195	—	—	—	68,676	1,196,794
1888	72,521	811	462	118	—	73,907	1,270,701
1889	76,879	769	2,067	116	—	79,331	1,350,032
Jan.-Mar.							
1890	19,070	—	550	—	—	19,620	1,369,652
1890-1 ...	80,806	712	—	120	—	81,638	1,451,290
1891-2 {	39,991*	2,148*	—	—	—	171,834	1,623,124
	126,604	812	2,155	194	—		
1892-3 ...	91,708	3,664	3,365	127	—	98,864	1,721,988
1893-4 ...	101,713	1,137	757	131	—	103,738	1,825,726
1894-5 ...	131,860	1,176	—	135	—	133,171	1,958,897
1895-6 ...	116,139	1,589	1,466	139	33,069	152,402	2,111,299
1896-7 ...	122,279	2,696	530	143	4,654	130,302	2,241,601
1897-8 ...	125,964	2,894	—	148	—	129,006	2,370,607
1898-9 ...	140,593	1,460	704	152	—	142,909	2,513,516
1899-1900	148,854	1,060	1,825	227	—	151,966	2,665,482

* These amounts represent the repayments of loans made by the added districts to November 1st, 1891.

THE CORPORATION STOCK.

Three issues of Birmingham Corporation Three-and-a-half per cent. Stock have already been recorded (vol. ii, pp. 37-39); namely, £2,000,000 in 1880, issued at an average price of £98 2s. 1d.;

Earlier
Issues

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£1,000,000 in 1882, at an average price of £100 4s. 3d.; and £500,000 in 1884, at an average price of £100 2s. 4d. All this Stock was redeemable at par, at the option of the Corporation, at one year's notice, in the year 1946.

Fourth Issue
of 3½ Stock.

The fourth and final issue of the Three-and-a-half Stock was authorised on the 23rd of December, 1884. The amount so authorised was £250,000. The immediate cause of this extension was that the Corporation had advanced to the Drainage Board sums amounting to £200,000, and that further advances were shortly to be made. Temporary loans for this purpose had been taken up, but, as advances to the Drainage Board were made for sixty years, it was considered advisable to put the transaction on a permanent footing. It was not proposed to invite tenders for this issue, but to offer it to persons already holding mortgages against the Corporation. The Stock was taken up between May, 1885, and March, 1886, at an average price of £100 9s. 9d.

Three per
Cent. Stock :
First Issue.

The first issue of Three per cent. Stock was authorised on July 5th, 1887. At this time the floating debt, that is, mortgages terminable at short notice, amounted to £772,800. It was proposed to raise £1,000,000 to redeem these mortgages and to provide for loans to the Guardians, the School Board, and the Drainage Board. The new Stock was redeemable at par in 1947, at the option of the Corporation. Two reasons were assigned for the reduction in the rate of interest. In the first place, the Three-and-a-half per cent. Stock was then standing at 3½ to 4½ premium and experience showed that investors disliked putting money into a redeemable security with the certainty of recovering less than they put in when the Stock was paid off, caring more for keeping their capital intact than for a small advantage in the rate of interest. Thus the Three per cent. Stock of the Metropolitan Board of Works was then standing at 101, while the Three-and-a-half Stock of the same Board was only at 110. In the second place, trustees of money held in trust for more than two lives were not permitted by the Birmingham Corporation Stock Order, 1880, to buy the Stock at a premium. Two classes of investors would therefore be excluded if the Stock were issued on the old basis. The minimum price of the new issue was fixed, on the advice of the Bank of England, at £92. This was equivalent to a Three-and-a-half per cent. Stock at 105½; but the Council was advised that no

higher price than 103½ could be expected for a new issue of the old Three-and-a-half Stock. The whole of the authorised £1,000,000 was taken on July 12th. The prices tendered varied from £92 to £98. About 78 per cent. of the whole amount was issued at £92 0s. 6d., and the average price realised was £92 8s. 5d. A debt of £402,000 bearing interest at 3½ per cent. was paid off from the proceeds.

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Immediately after this issue, on the 2nd of August, 1887, the Finance Committee received authority to create and issue, according to opportunity, at such times and rates as they might think fit, but at no price less than £93 10s., £250,000 more of the new Three per cent. Stock. Experience had shown that many persons who had lent money to the Corporation were willing to exchange their mortgages for Stock, but through ignorance of procedure failed to apply when tenders were publicly invited. In the following July the Finance Committee reported that £67,741 had been issued at par, and £40,448 at a discount, the lowest price taken being £95 4s. 9d., and the average price £98 15s. 0d. Nearly the whole of this amount had been taken up by holders of Corporation Mortgages. In the following year more of the Stock was sold at prices varying from 100 to 102; and by the end of 1889 the total issue was £176,805. The issue still proceeded gradually, until, on the 1st of March, 1892, the Committee reported that only £8,000 of the authorised amount remained unissued, and asked authority to offer a further amount of £250,000 in the same way. The average price of the second issue was 2s. 3d. under par.

Second Issue.

The third issue extended over five years from 1892 to 1896. The average price realised was £104 19s. 6d.

Third and
Fourth
Issues.

The fourth issue, like the first, was advertised by prospectus and made on an appointed day through the Bank of England. It was sanctioned by the Council on the 5th of February, 1895, and the date of issue was one week later. As the loans outstanding at three or six months' notice amounted at the time to about £1,000,000, authority was taken to create a million pounds of Stock, but only one-half of this amount was offered. The tenders amounted to £1,363,750, at prices varying from £105, the minimum, to £107. The lowest price accepted was £105 18s. 6d., and the average price £106 2s. 7d.

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Two-and-a-
Half Stock :
First Issue.

In the following year the Committee had under consideration the issue of the remaining moiety of the £1,000,000 authorised. It appeared, however, in conference with the Bank of England, that a better relative price was likely to be obtained for a Two-and-a-half per cent. issue than for an addition to the old Three per cent. Stock. The Stock of the larger municipalities had been declared a trustee security by the Trustee Act of 1893. The existing Three per cent. Stock was standing at 116; and if new Stock were issued at this price trust money would be excluded by the provision of the Act under which no stock redeemable at par is a trustee security at a premium higher than 15 per cent. Glasgow and Leeds already had Two-and-a-half Stock, quoted at 103 and 102. The first issue of a new Two-and-a-half Stock was authorised on the 14th of July, 1896. It was redeemable at par after thirty years. Of the £500,000 to be raised under this authorisation £65,000 was to be used in converting outstanding mortgages, and the remainder was covered by loans already authorised. The tenders were opened on the 21st of July, 1896, and were found to amount to £963,000. The prices tendered varied from £104 to £102; the lowest price accepted was £102 1s. 6d., and the average price £102 2s. 6d.

Gradual Fall
of the Rate
of Interest.

If the prices obtained for successive issues of the three classes of Stock are compared, it will be found that the rate of interest at which the Corporation had borrowed money in this way had fallen since the year 1881 as follows: (1881) 3·57; (1882) 3·49; (1884) 3·50; (1885-6) 3·48; (1887) 3·25; (1888-1892) 3·00; (1892-1896) 2·86; (1895) 2·83; (1896) 2·46. It had in fact fallen gradually at the rate of about one-half per cent. in eight years; for the Three-and-a-half per cent. was at par in 1881, the Three per cent. in 1889, and the Two-and-a-half in 1897. The Finance Committee was much gratified by the conspicuous success of the first attempt to raise money at the low rate; and the first calculations for the purchase of the Electric Light undertaking were made on a two-and-a-half per cent. basis. But the turn of the tide had come at last; and the next issue was disappointing. It was necessary to raise money for the Waterworks in 1898, although the time was known to be unfavourable, two large municipalities having failed in a projected issue of Stock. The new issue of £1,000,000 was authorised by the Council on the 7th of

The Fall
Arrested.

Second Issue
of 2½ Stock.

June, 1898, and the tenders were opened on the 26th of July. It had been necessary to fix the minimum price as low as £91. About seventeen per cent. of the whole amount was allotted at the minimum price, and the average price realised was £91 16s. 1d. The rate of interest of this loan was therefore 2·72, or a quarter per cent. higher than that of the loan raised two years earlier. At the time of the previous issue the Birmingham Three per cent. Stock had stood at 115½; it had since fallen to 109.

A further issue of the new Stock to the amount of £100,000 was authorised on the 6th of June, 1899. Of this amount £30,000 was to be created and paid directly as the consideration for property in Colmore Row purchased for street improvement. The remainder was to be held in readiness to issue to investors who might from time to time apply to the City Treasurer. The amount that had been issued under this sanction by the 31st of March, 1900, was £50,600.*

Third Issue.

This completes the history of the issue of Stock in the ordinary sense. A special Stock known as the Three per cent. (1900 Electric Supply) Stock was authorised on the 5th of December, 1899. The Public Works Loan Commissioners, on being asked to advance £500,000 for the purchase of the Electric Light undertaking, agreed that the transaction should be put in this form. The Stock is registered in the books of the Corporation in the name of the Secretary of the Commissioners. It must be redeemed in eighty half-yearly instalments, which increase by gradual increments. The Commissioners held eighty separate certificates to be surrendered in return for these instalments of repayment. The first instalment of £3,274 3s. 4d. was paid on the 1st of July, 1900, and the last instalment of £10,614 18s. 9d. is due on the 1st of January, 1940.

The Electric
Supply
Stock.

* The balance of £49,400 was afterwards cancelled.

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The history of the Corporation Stock is recapitulated in the following table.

Recapitulation.

Issue.	Authorised.	Amount.	Average Price.		
(A) THREE-AND-A-HALF PER CENT.					
		£	£	s.	d.
1	1880. December 14	2,000,000	98	2	1
2	1882. May 2	1,000,000	100	4	8
3	1884. June 24	500,000	100	2	4
4	1884. December 28	250,000	100	9	9
(B) THREE PER CENT.					
1	1887. July 5	1,000,000	92	8	5
2	1887. August 2	250,000	99	17	9
3	1892. March 1	250,000	104	19	6
4	1895. February 5	500,000	106	2	7
(C) TWO-AND-A-HALF PER CENT.					
1	1896. July 14.....	500,000	102	2	6
2	1898. June 7	1,000,000	91	16	1
3	1899. June 6	50,600	—		
(D) THREE PER CENT. (ELECTRIC SUPPLY).					
	1899. December 5.....	500,000	100	0	0

THE £10 MORTGAGES.

The £10
Mortgages.

It has already been mentioned (vol. ii., p. 39) that authority was obtained by the Consolidation Act of 1883 to issue Corporation mortgages of £10 each at $3\frac{1}{2}$ per cent., in order to offer to artisans and others a safe investment for small savings; and that an issue of £50,000 was authorised in 1883, and a further issue of the same amount in December, 1884. These loans were rapidly taken up. By the end of June, 1887, the total issue amounted to £96,320, while the Treasurer was still receiving applications at the rate of £300 a week. But since the first issue the rate at which money could be obtained on short-term loans had fallen from $3\frac{1}{2}$ to 3 per cent. The Council therefore resolved on the 2nd of August, 1887, to reduce the interest on the £10 mortgages to 3, giving twelve months' notice of the reduction. At the same time a further issue was authorised. Notwithstanding the continued fall in the price of money no further reduction of interest was made. Yet the mortgages were taken up much less rapidly than at first. At the end of September, 1899, £152,470 had been

borrowed, and £85,050 paid back, the amount still invested being £67,420. Thus £100,000 was subscribed in the first four years, and only £52,470 in the following twelve years.

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II.—CURRENT EXPENDITURE.

The current expenditure of the Council cannot be satisfactorily treated in the gross. The reader must be referred to the following chapters for the explanation of the growth of expenditure in the several departments. Here it must suffice to call attention to the three tabular statements given below.

Explanation
of the
Tables.

The first table shows the total current expenditure of the Council in each year, compared with the revenue from rates and other sources. In this table, as in the corresponding statement in the former volume (ii., p. 61), no account is taken of the revenue and expenditure of the Gas and Water Departments and the Improvement Scheme, except that the annual contributions of the Gas Department in aid of rates, and the interest on the Gas and Waterworks Reserve Funds, are included in Income, and the contribution made from the Borough Fund to balance the accounts of the Dwelling House Improvement Fund are included in Expenditure. The income and expenditure of the Police and Fire Brigade Superannuation Funds, and of three small trust funds administered by the Corporation, are also omitted.

The second table shows that part of the expenditure recorded in the first table which, though defrayed by rates levied under the authority of the Council, is not controlled by the Council; that is, the amounts annually paid over to the School Board and to the Tame and Rea District Drainage Board.

The third table shows net expenditure of each spending department, year by year, represented as a rate in the pound. In this calculation the difference between the Borough Rate and the Improvement Rate is regarded; *e.g.*, that part of the net expenditure of the Public Works Committee which falls on the Borough Rate is divided by the yield of a penny in the pound Borough Rate, and that part which falls on the Improvement Rate by the yield of a penny Improvement Rate; and the quotients added together. If the columns of this table are cast up, it will be found that the total exceeds the actual amount of rates-in-the-pound, as shown in the next section. The difference is

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Section 2.

accounted for by the profits of the Markets and the Gas Works, the interest on the Gas and Water Reserve Funds, and that part of the subsidy from the national Exchequer which is not appropriated to special purposes and therefore counted in the income of particular committees.

BALANCE OF EXPENDITURE AND INCOME.

YEAR.	INCOME.			Expenditure.	Excess of Income.	Excess of Expenditure.
	Rates.	Other Sources.	Total.			
	£	£	£	£	£	£
1885	318,888	128,391	447,214	458,566	—	6,352
1886	343,882	128,643	467,525	460,580	6,995	—
1887	348,345	180,567	478,912	476,037	2,875	—
1888	358,166	182,923	491,089	484,578	6,516	—
1889	363,165	184,666	497,831	510,042	—	12,211
Jan.—Mar.						
1890	57,519	60,163	117,682	118,698	—	1,016
1890-1 ...	366,101	162,409	528,510	526,409	2,101	—
1891-2 ...	380,532	193,225	573,757	564,524	9,233	—
1892-3 ...	452,385	190,706	643,091	637,718	5,373	—
1893-4 ...	460,920	202,528	663,448	664,171	—	723
1894-5 ...	476,308	198,705	675,013	676,387	—	1,374
1895-6 ...	498,054	206,885	699,939	682,075	17,864	—
1896-7 ...	507,704	204,839	712,543	713,959	—	1,416
1897-8 ...	518,173	217,318	735,491	736,513	—	1,022
1898-9 ...	535,659	240,040	775,699	775,001	698	—
1899-1900	560,135	246,734	806,869	804,565	2,304	—

PRECEPTS.

YEAR.	SCHOOL BOARD.		DRAINAGE BOARD.	
	Amount.	Rate in the £	Amount.	Rate in the £.
	£	d.	£	d.
1885	55,000	8·14	24,263	3·59
1886	55,000	7·50	24,909	3·40
1887	60,000	8·15	26,166	3·55
1888	65,000	8·80	25,483	3·45
1889	70,000	9·40	23,876	3·21
Jan.—Mar.				
1890	23,000	3·06	6,715	0·89
1890-1 ...	73,000	9·63	23,822	3·14
1891-2 ...	79,500	10·40	23,950	3·13
1892-3 ...	97,500	11·47	26,947	3·12
1893-4 ...	103,500	11·95	25,971	3·00
1894-5 ...	103,500	11·32	24,095	2·64
1895-6 ...	103,500	11·34	25,035	2·74
1896-7 ...	115,000	12·45	28,790	3·11
1897-8 ...	117,000	12·45	30,304	3·23
1898-9 ...	121,000	12·64	32,725	3·42
1899-1900.....	127,000	12·98	41,238	4·21

NET EXPENDITURE OF COMMITTEES REPRESENTED AS RATES IN THE £.

	1885.	1886.	1887.	1888.	1889.	1890-1	1891-2	1892-3	1893-4	1894-5	1895-6	1896-7	1897-8	1898-9	1899-1900
	d.	d.	d.	d.	d.	d.	d.	d.	d.	d.	d.	d.	d.	d.	d.
Finance	2.38	1.85	2.00	1.80	2.11	2.08	1.98	2.30	2.10	2.14	2.03	1.71	1.63	1.35	1.41
Watch	5.33	4.95	5.04	4.98	4.91	5.81	5.76	5.80	6.20	6.48	6.20	6.42	6.52	6.68	6.53
(City Geol) .....	.80	.29	.23	.21	.21	.21	.20	.17	.17	.16	.16	.15	.14	.10	.08
Baths and Parks...	1.76	1.73	1.48	1.58	1.49	1.50	1.55	1.56	1.51	1.58	1.45	1.48	1.40	1.42	1.56
Estates	2.31	2.18	2.05	2.10	2.11	2.18	2.71	2.31	2.00	1.95	1.97	1.96	2.03	1.98	2.01
General Purposes	.39	.29	.30	.45	.60	.73	1.18	1.23	.27	.27	.15	.20	.19	.18	.23
Industrial School	.27	.30	.25	.25	.25	.26	.32	.30	.25	.25	.26	.23	.23	.24	.19
Public Works	21.35	20.06	20.00	19.50	20.04	20.01	19.96	21.80	21.55	21.72	22.09	22.10	22.41	24.19	24.20
Health	8.84	8.76	8.49	8.39	10.44	10.43	10.31	9.84	11.08	10.42	10.45	10.77	11.13	10.98	10.30
Improvement	2.96	2.88	3.45	3.44	3.42	3.86	3.83	2.76	2.55	2.29	2.23	2.15	1.95	1.81	1.56
School Board	8.14	7.50	8.15	8.80	9.40	9.63	10.40	11.47	11.96	11.33	11.34	12.45	12.45	12.64	12.98
Lunatic Asylums	.84	.71	.72	.84	.74	.73	.74	.60	.60	.61	.71	.70	.70	.73	.95
Drainage Board ...	3.59	3.40	3.55	3.45	3.21	3.14	3.13	3.12	3.00	2.64	2.74	3.11	3.23	3.42	4.21
Free Libraries ...	1.44	1.29	1.45	1.27	1.34	1.27	1.27	1.45	1.52	1.51	1.46	1.55	1.54	1.81	1.66
Museum and School of Art }	.53	.53	.83	.93	.92	1.01	1.17	.79	.76	.85	1.18	1.18	1.34	1.60	1.95

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Section 2.—
Powers of
Elective
Auditors.

THE AUDIT OF THE TREASURER'S ACCOUNTS.

The accounts of the City Treasurer are audited by three auditors, of whom two are annually elected by the burgesses and one nominated by the Lord Mayor. Any burgess is eligible to these offices, no technical qualification being required by statute. The duties of the auditors are defined by the Municipal Corporations Act of 1882. In 1886 the elective auditors of the year made several suggestions upon which the Finance Committee reported. They asked that the audit should be continuous, the books being open to the auditors throughout the year. It was replied that the Act did not authorise a continuous audit. They thought that there was an unnecessary amount of book-keeping in the Gas and Water Departments. It was explained that this book-keeping was required by the Gas Works and Water Works Clauses Acts. The most important suggestion, made in accordance with a resolution adopted by a conference of elective auditors held at Manchester in 1885, was that "elective auditors should have some power of protest against illegal items, if any, more practicable than that of refusing to sign the accounts," and, in particular, that they should possess a limited power of surcharge. The Finance Committee replied that the remedy for illegal payments was by writ of *certiorari* in the Queen's Bench; and that it was impossible for any but trained lawyers to judge what was illegal or irregular in transactions conducted under the complex provisions of many Public Acts. The audit contemplated by the Municipal Corporations Act was clearly confined to the *bona fides* and arithmetical accuracy of the vouchers and accounts, other means being provided of calling in question the legality of particular payments.*

Access to
Departmental
Accounts
Refused.

This question was raised again in the year 1894, on a complaint made by an elective auditor that he had been refused permission to investigate the accounts of the Water Department. A resolution

* Until 1900 it was held that the auditor was not entitled to go behind the order, signed by three members of the Council and serving as the Treasurer's voucher, and examine the accounts of which payment had been made. In that year, however, the Lord Chief Justice, disagreeing with the decision of Mr. Justice Phillimore in the case of *Thomas v. Devonport*, expressed the opinion that the auditor was entitled to see the accounts as well as the Treasurer's vouchers. The practice was altered accordingly.

was communicated to the Council as having been adopted by a public meeting, claiming that the elective auditors should have access to all papers and accounts in the possession of the Council or any of its committees or officers, in order to enable them to certify that every payment made by the Treasurer was legal and duly authorised. At the same time charges or suggestions of malpractices were made; but no sort of evidence was adduced in support of them, nor were they commended by any respectable authority. The resolution was referred to the General Purposes Committee. They presented, on the 5th of February, 1895, a report to the same effect as that of the Finance Committee in 1886. The audit in question was an audit of the Treasurer's accounts, which begin with orders made upon him in the statutory form for payments out of the Borough Fund. It was not an audit of the departmental accounts, for the certification of which other provision was made. The Committee therefore recommended the Council to refuse compliance with the prayer of the resolution. This recommendation was approved by sixty-seven votes to one.

III.—INCOME.

THE EXCHEQUER CONTRIBUTION ACCOUNT.

The origination of the Exchequer Contribution Account by the Local Government Act of 1888, which allocated to local authorities the revenue from Licenses, and a part of the Probate Duty, in substitution for earlier grants made for special purposes, has been recorded in a former chapter (p. 24). The revenue paid into this account was shortly afterwards augmented by the Local Taxation (Customs and Excise) Act, 1890. This Act provided that out of the English share of the Local Taxation (Customs and Excise) Duties the sum of £300,000 annually should be applied to Police Superannuation in England; and that the residue should be distributed among county and county-borough funds as if it were part of the Local Taxation Probate Duties. The Council was empowered, but not compelled, to use this residue wholly or in part for Technical Instruction.

The
Exchequer
Contribution
Account.

CHAP. II.
Section 3.
—
Annual
Payments
to the E.C.
Account.

The following statement shows the amount paid by the Treasury to the Exchequer Contribution Account in each year. It should be compared with the amount of the abrogated subsidies for the year preceding the Local Government Act. In 1887-8 :

The Corporation received £25,859

The Guardians received £13,791

It should, however, be observed that, as the grant of 1890 was intended to cover additional expenses imposed upon, or suggested to, the Corporation by the Technical Instruction Act and the Police Act of 1890,* the net gain, applicable to the relief of rates, accruing from the liberality of Government is to be estimated by comparing these amounts with the first and last columns of the table, the 1890 grants being for this purpose negligible.

* See under Technical Instruction and Police.

YEAR.	RECEIVED BY THE CORPORATION.				Received by the Guardians under 1888 Act.
	Under 1888 Act.	Under 1890 Act.		TOTAL.	
		Share of Residue.	Police Superannua- tion.		
	£	£	£	£	£
1889-90...	38,525	—	—	38,525	31,592
1890-1 ...	41,403	9,201	3,532	54,136	31,218
1891-2 ...	45,111	10,138	3,591	58,840	31,645
1892-3 ...	45,533	10,712	3,953	60,198	32,819
1893-4 ...	44,410	10,723	3,978	59,111	33,812
1894-5 ...	40,865	10,294	3,937	55,096	33,999
1895-6 ...	43,726	12,249*	3,740	59,715	34,343
1896-7 ...	43,276	11,680	3,851	58,807	34,806
1897-8 ...	47,814	12,084	3,921	63,819	34,932
1898-9 ...	49,477	12,544	3,889	65,910	35,486
1899-1900	52,610	14,170	3,730	70,510	35,907

* Includes extraordinary receipts from Staffordshire and Worcestershire, £1,166.

THE AGRICULTURAL RATES ACT.

CHAP. II.
Section 3.Rating of
Agricultural
Land.

The Agricultural Rates Act of 1896 provided that, for a period of five years, occupiers of agricultural land should be liable to pay one-half only of the rate in the pound payable in respect of buildings and other hereditaments, the loss to the rates being made good from the Local Taxation Account. The following is a statement of the reduction of assessable value within the City made in accordance with this Act. The items represent one-half of the rateable value of agricultural land in the several parishes.

Reduction of Assessment.	1897-8.	1898-9.	1899-1900.
	£	£	£
Birmingham.....	331	262	281
Aston (old Borough)	550	569	537
Saltley	777	755	712
Little Bromwich.....	1,087	1,087	1,097
Edgbaston	969	968	944
Harborne	1,012	994	991
Balsall Heath	67	67	57
	£4,793	£4,702	£4,619
	£	£	£
Income	350	350	350

THE BOROUGH AND IMPROVEMENT RATES.

The following table gives the yearly assessment to the Borough Rate in the several parishes. Aston Parish is taken in two divisions, —the district that was originally included in the Borough (Duddeston and Nechells, and Bordesley and Deritend), and the two added districts, Saltley and Little Bromwich.* The sudden rise in the Birmingham assessment in 1886 is due to a revaluation. The increase in Aston Parish in 1894 is also due to a revaluation, and the fall in the following year to a reduction made on appeal.

Assessment.

* This distinction will disappear at the end of the term of differential rating (see p. 20).

CHAP. II.
Section 3.

This reduction amounted to as much as five per cent. on the whole assessment, although it had been made by the same valuator whose assessment of Birmingham Parish when subjected to appeal had been reduced in a very inconsiderable degree.

YEAR.	Birmingham	Aston (old Borough).	Aston (Saltley and Little Bromwich)	Edgbas- ton.	Harborne.	King's Norton (Balsall Heath).	Total.
1885	1,065,046	372,027	—	184,628	—	—	1,621,701
1886	1,192,287	382,709	—	184,277	—	—	1,759,273
1887	1,191,622	391,374	—	184,660	—	—	1,767,656
1888	1,192,779	395,797	—	184,279	—	—	1,772,855
1889	1,199,741	402,964	—	183,777	—	—	1,786,482
1890-1 ...	1,210,987	421,832	—	184,869	—	—	1,817,638
1891-2 ...	1,219,629	429,036	—	185,293	—	—	1,833,958
1892-3 ...	1,236,548	435,844	61,355	185,891	34,081	87,094	2,040,808
1893-4 ...	1,255,421	444,168	64,261	186,939	34,213	94,515	2,079,517
1894-5 ...	1,261,129	523,893	83,789	190,740	34,779	100,170	2,194,500
1895-6 ...	1,272,297	508,364	80,667	191,154	35,400	102,971	2,190,853
1896-7 ...	1,286,695	515,260	81,322	191,939	35,880	106,296	2,217,392
1897-8 ...	1,300,226	526,630	82,576	192,140	36,863	111,660	2,250,095
1898-9 ...	1,317,502	537,863	88,427	195,386	39,669	113,993	2,292,840
1899-1900	1,345,084	547,970	94,508	197,944	41,874	116,859	2,344,239

Analysis of
the Assess-
ment.

After the extension of the City in 1891 some special statistics of the assessment were obtained from the Overseers of the several parishes, and are reproduced below. They were correct on the 31st of March, 1892. Corporation Property includes Gas and Water Mains, and such other property only as was in actual occupation of the Corporation. It is exempt from Improvement Rate. The Hospitals of the Corporation are included under this head, and are therefore not counted under the head of Hospitals.* Schools (not including private schools) were returned separately in order to obtain an estimate of the loss to the rates by expected legislation giving exemption to Board and Voluntary Schools. The return showed that considerably more than one-third of the 12,365† acres of land comprised within the City boundaries was still agricultural land; and that the privilege of Railways and Canals saved to them about £5,600 on a 2s. Improvement Rate.

* On the exemption of Hospitals from three-fourths of the Rates see vol. ii., p. 43.

† The acreage is now given as 12,705.

PARISH.	Birmingham.	Aston (old Borough).	Aston (Saltley).	Aston (Little Bromwich).	Edgbaston.	King's Norton (Balsall Heath).	Harborne.	Totals.
	£	£	£	£	£	£	£	£
Agricultural Land	728	1,850	1,998	2,748	4,805	246	3,189	15,514
Railways and Canals	74,084	28,768	6,531	1,548	1,948	1,288	800	114,362
Corporation and Parish Property	44,608	28,761	11,204	—	1,646	711	788	82,668
Government Property.....	5,706	1,474	—	—	—	—	—	7,180
Schools	11,908	4,480	596	10	500	1,280	154	18,878
Hospitals	1,025	—	—	—	—	—	—	1,025
Compound Property	262,915	172,455	10,695	1,128	6,489	27,862	5,023	486,512
Other Property.....	835,624	203,106	22,780	2,172	170,558	55,757	24,727	1,314,674
Total.....	1,286,548	485,844	53,754	7,601	185,891	87,094	34,081	2,040,808
Acreage of Agricultural Land paying quarter Improvement Rate ...}	383	748	548	965	1,113	57	1,220	4,984
Portion of Railways and Canals paying quarter Improvement Rate ...}	£46,580	£18,681	£5,858	£1,548	£1,479	£1,288	£800	£75,684
Number of Assessments:								
£10 to £100	14,724	7,680	697	120	3,262	3,159	1,052	30,694
£100 to £1,000.....	2,984	282	29	9	301	24	22	3,601
Above £1,000	52	14	6	1	—	1	—	74

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Section 3.
—
Annual Yield
of a Penny
Rate.

The next table gives the yield of a penny in the pound of Borough and Improvement Rate. In the case of the Borough Rate which is incorporated by the Overseers with the Poor Rate, the Overseers, or, in Birmingham Parish, the Guardians, pay over the amount required by the precept of the Corporation without regard to any difference between the estimated and actual yield of the rate. The actual yield of the Improvement Rate—which, though collected under a clause in the Consolidation Act through the Overseers, is levied directly by the Council—may be more or less than the estimate. Both the estimated and the actual yield of a penny are therefore given.

Difference
between the
two Rates.

The difference between the two rates has been explained in the second volume (p. 21). It was roughly described by Alderman Clayton as follows. "Works of a sanitary nature, Street Improvements, Markets and Fairs, and the Fire Brigade, and the expense of collecting the Improvement Rate, come out of the Improvement Rate, and nearly all other charges paid by the Council are paid for out of the Borough Rate. The principal difference between the two rates is this: that in the Improvement Rate the railways and canals are only assessed at one-fourth on part of their property, and arable land also pays only one-fourth rate; so that when the Council make a 2s. rate these get off with 6d. Small house property has also a large allowance; thus, when houses let at 3s. 3d. a week or less, and the Council makes a 2s. rate, the rate on those houses is only 8d. in the pound. The large allowances on small house property were doubtless the price the Council had to pay when they obtained their first Improvement Act in 1851." (Speech of March 6th, 1888.)

YIELD OF A PENNY RATE.

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Section 3.

YEAR.	Borough Rate.	Improvement Rate.	
		Estimated.	Actual.
	£	£	£
1885.....	6,757	5,115	5,122
1886.....	7,390	5,549	5,509
1887.....	7,365	5,523	5,614
1888.....	7,387	5,575	5,690
1889.....	7,444	5,641	5,757
1890-1.....	7,573	5,830	5,858
1891-2.....	7,641	5,850	5,985
1892-3.....	8,503	6,500	6,677
1893-4.....	8,665	6,700	6,748
1894-5.....	9,144	7,120	7,066
1895-6.....	9,129	7,010	7,176
1896-7.....	9,239	7,190	7,340
1897-8.....	9,395	7,400	7,547
1898-9.....	9,573	7,630	7,889
1899-1900	9,787	7,824	7,887

The next table shows the income derived from the Rates with the rating in the pound in each year. This is followed by a table showing the distribution of the Borough Rate among the several parishes.

Income and
Rating in
the £.

YEAR.	MUNICIPAL RATE, INCLUDING FREE LIBRARIES, SCHOOL BOARD, AND DRAINAGE BOARD.		IMPROVEMENT RATE.		TOTAL.	
	In £	Amount.	In £	Amount.	In £	Amount.
	s. d.	£	s. d.	£	s. d.	£
1885.....	2 5	195,956	2 0	122,927	4 5	318,883
1886.....	2 4½	208,914	2 0½	134,968	4 5	343,882
1887.....	2 5	213,592	2 0	134,754	4 5	348,346
1888.....	2 6	221,607	2 0	136,559	4 6	358,166
1889.....	2 7	230,754	1 11	132,411	4 6	363,165
Jan-Mar.						
1890.....	0 7½	56,496	—	1,063	0 7½	57,519
1890-1.....	2 5	219,631	2 1	146,470	4 6	366,101
1891-2.....	2 7	236,886	2 0	143,646	4 7	380,532
1892-3.....	2 8	272,108	2 3	180,277	4 11	452,385
1893-4.....	2 8	277,269	2 3	183,651	4 11	460,920
1894-5.....	2 8	292,600	2 2	183,708	4 10	476,308
1895-6.....	2 8	292,114	2 4	200,940	5 0	493,054
1896-7.....	2 9½	309,511	2 3	198,193	5 0½	507,704
1897-8.....	2 9½	314,395	2 3	203,777	5 0½	518,172
1898-9.....	2 9½	320,349	2 4	215,310	5 1½	535,659
1899-1900	2 10	332,405	2 5	227,730	5 3	560,135

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YEAR.	Birmingham.	Aston (old Borough).	Aston (Saltley and Little Brom- wich).	Edg- baston.	Harborne.	King's Norton (Balsall Heath).	Total
	£	£	£	£	£	£	£
1885	128,693	44,954	—	22,309	—	—	195,956
1886	141,584	45,447	—	21,883	—	—	208,914
1887	143,988	47,291	—	22,313	—	—	213,592
1888	149,097	49,475	—	23,035	—	—	221,607
1889	154,967	52,049	—	23,738	—	—	230,754
Jan.-Mar.							
1890	37,746	12,918	—	5,772	—	—	56,436
1890-1 ...	146,322	50,971	—	22,338	—	—	219,631
1891-2 ...	157,535	55,417	—	23,934	—	—	236,886
1892-3 ...	166,403	58,652	5,791	25,016	4,586	11,720	272,108
1893-4 ...	168,854	59,740	6,218	25,143	4,602	12,712	277,269
1894-5 ...	170,206	70,706	7,732	25,743	4,694	13,519	292,600
1895-6 ...	171,087	68,360	8,355	25,705	4,760	13,847	292,114
1896-7 ...	181,107	72,525	8,851	27,016	5,050	14,962	309,511
1897-8 ...	182,964	74,106	9,388	27,037	5,187	15,713	314,395
1898-9 ...	185,094	75,563	10,655	27,449	5,573	16,015	320,349
1899-1900	191,849	78,157	11,526	28,233	5,972	16,668	332,405

Audit
of Rates.

Until the year 1883 the Improvement Rate was collected by Corporation officers. The collection was then delegated to the Overseers under the 223rd section of the Consolidation Act. It was therefore collected by the same officers as the Poor Rate. The Poor Rate must be audited by the District Auditor of the Local Government Board; but for the audit of the Improvement Rate no provision was made by statute. The Auditor having remarked that this arrangement might facilitate irregularities, and the Overseers also desiring an efficient audit, an application was made to the Local Government Board for a Provisional Order amending the Consolidation Act, so that the Improvement Rate might be submitted to the District Auditor, so long as it continues to be collected by the Overseers. The Provisional Order was granted; and the Royal Assent was given to the confirming Bill on the 20th of July, 1894.

CHANGE OF THE FINANCIAL YEAR.

Change of
the Financial
Year.

The change in the local financial year, which was ordered by resolution of the Council on the 3rd of December, 1889, was made in order to synchronise with the year of the imperial revenue and of the great majority of local authorities. The April to March

year had been established for county councils by the Local Government Act of 1888. This provision was not binding on county boroughs; but only two important Corporations besides Birmingham still adhered to the calendar year.

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When the change was adopted provision was made for the odd three months by levying a special Borough Rate. No special Improvement Rate was levied, but the deficiency was carried forward. The change altered the relation of the beginning of the financial year to the dates at which the March and September Poor Rates (in which, in Birmingham and Edgbaston Parishes, the Borough Rate was incorporated) were struck by the Overseers. It therefore necessitated some change in the method of making the rate. Hitherto the precept for the whole amount in any year had been voted at the March meeting of the Council, when two months of the year had already run, on the basis of detailed estimates presented to the Council and passed by them in Committee. It was still necessary to serve the precept not later than April. By the provisions of the Municipal Corporations Act, the precept must be based upon an estimate; but the detailed estimates made by the several Committees could not be ready in time. The new plan, first adopted in 1890, was that the Finance Committee should present at the April meeting an approximate estimate of the requirements of the Council, and that the Council should then approve a precept on account to cover one-half of the estimated requirements. The detailed estimates are brought up at the June meeting, and the remaining half of the rate is then ordered. "The estimate in detail to which we are accustomed," said Mr. Councillor Manton, the Chairman of the Finance Committee, "has been the basis of rates; but it has been much more, for, when approved, the estimates constitute the authority by which the expenditure of Committees is controlled. Therefore the Finance Committee, in asking the Council to approve an interim precept on the basis of approximate estimates, think it important that the excellent practice of having all the details should be continued."

Changes in
Method of
Making
Rates.

The Improvement Rate, which requires two meetings of the Council, first to approve estimates and then to make the order, is made in April on the approximate estimates; but the detailed estimates for this rate also are considered and passed in June. This rate is mostly collected in August, after the first, but before

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Section 3
—The Last
of the
Annuitants.

the second, Poor Rate. The change in the year therefore had the practical advantage that the Finance Committee waited for this revenue to come in for four months only, instead of seven, from the beginning of the year.

The Council was reminded of the difference between ancient and modern municipal finance by the death, on April 6th, 1895, of the last Corporation annuitant. This lady, who died at the age of 87, had enjoyed for exactly fifty years an annuity of £150, purchased, on April 7th, 1845, for the sum of £2,560 from the Street Commissioners.

CHAPTER III.

PUBLIC WORKS.

Chairmen of the Public Works Committee.

1884-1891.—E. LAWLEY PARKER.

1891-1895.—JAMES SMITH.

1895-1897.—WILLIAM WHITE.

1897-1899.—SIR JAMES SMITH.

IN order that the reader may have before him at once a conspectus of the numerous improvements effected by the Public Works Committee, a list is here given of all the new works that were authorised, and for the most part finished, in the fifteen years from 1895 to 1899. The list includes one important work, the Cole Valley Sewer, that had been begun before the year 1885. In the case of works unfinished at the end of the period, the expenditure given is the amount incurred before the end of the financial year 1899-1900. Particulars of the loans raised to meet this outlay are added, with the amount of each that remained unredeemed on March 31st, 1900. Where no loan is recorded, it is to be understood that the expense was met out of certain balances of capital in hand, except in the case of certain works, authorised in 1899, for which the loans had not been negotiated before the end of the year. In some cases in which one loan was raised to cover works here classified under different headings, the loan is entered once only, and a letter of reference added.

CHAP. III.
—
New Works
and Loans.

CHAP. III.

STREET IMPROVEMENTS.

Author- ised.	Loans.	Term Years.		Expendi- ture.	Outstand- ing Debt.
	£			£	£
1885	350	20	Continuation of Sherlock Street to Bradford Street...	350	141
1885	5,500	50	Purchase of corner of Bull Street and Colmore Row ...	5,500	4,796
1886	—	—	New Street and other im- provements near St. Mary's Church (Lench's Trust).....	1,118	—
1886	—	—	Road between Grange Road and Green Lane	250	—
1886	300	20 & 50	Bloomsbury Street widening. (Balance paid from Improve- ment Capital)	794	191
1886	—	—	Stratford Place	224	—
1886	—	—	New Meeting Street	190	—
1886	—	—	Allison Street	255	—
1887	—	—	Digbeth widening, purchase of property	2,320	—
1887	—	—	Contribution to widening of Saltley Viaduct	1,000	—
1888	—	—	Paradise Street and Pinfold Street (land purchased from the Post Office)	1,000	—
1888	—	—	Temple Row widening	800	—
1889	—	—	Vauxhall Road widening	150	—
1890	—	—	Park Street widening	225	—
1890	—	—	Junction of Nechells Place and St. Clement's Road.....	84	—
1890	—	—	Grange Road widening	58	—
1890	—	—	Station Street, widening of footpath	100	—
1890	—	—	Hobmoor Lane widening	50	—
1890	—	—	Anderton Road widening (land exchanged)	—	—
1890	400	50	Little Green Lane widening...	400	354
1892	5,364	60, 50, & 30	New Road between Small Heath and Sparkbrook (including the 1884 purchase)	4,301	4,880
1892	2,310	30	Street Improvements in Balsall Heath	2,310	1,862
1892	8,278	20	Street Improvements in Saltley, Little Bromwich & Harborne, according to terms of annex- ation	7,032	379
1892	—	—	Bailey Street and Potter Street widening	450	—
1892	—	—	Junction of Graham Street and Newhall Street	175	—
1893	470	30	Contribution (one-third) to cost of new bridge over the Cole at Stechford	470	397
1894	3,000	50	Carr's Lane widening, purchase of property	3,000	2,739

Author- ised.	Loans.	Term. Years.		Expendi- ture.	Outstand- ing Debt.
	£			£	£
1894	—	—	Digbeth widening, purchase of property.....	904	—
1894	2,078	5	Moor Street widening, purchase of property.....	2,078	1,918
1897	15,500	50	Digbeth widening (see also purchases 1887 and 1894 above)	15,701	15,259
1897	—	—	Widening Canal Bridge, Spring Hill	241	—
1897	2,335	22	Widening of Edgbaston Road and continuation of Lower Edw ardes Street ..	2,335	2,335
1897	2,426	26	Stoneyn Lane Improvements, widening Road and culverting Brook	3,097	2,367
1897	—	—	Steelhouse Lane widening, contribution to expense incurred by Improvement Committee; paid from income	2,750	—
1897	28,150	50	Bull Street widening, purchase of land	28,154	27,713
1897-8	2,400	15	{ Highfield Road	1,220	2,276
			{ Pershore Road	145	
			{ Cherrywood Road	273	
			{ St. Saviour's Road	275	
			{ Harold Road	1,219	
1898(a)	5,900	11	{ Digbeth widening	728	5,361
			{ Little Green Lane widening...	700	
			{ Cornwall Street	311	
1898	11,000	50	Cherry Street widening, purchase of land	11,022	11,195
1898	800	12			
1898	1,220	50	Longmore Street, purchase of land	1,082	1,211
1898(b)	1,780	—	{ Turk's Lane widening ..	645	1,780
			{ Court Oak Road	—	
			{ Greenfield Road	214	
			{ High Street, Harborne	85	
1898-99	—	—	Church Street	605	—
1899	—	—	Darwin Street widening	450	—
1899	2,016	50	Moat Lane widening (see Markets and Fairs) ..	2,016	2,016
1899	30,000	50	Junction of Colmore Row and Bull Street; further purchase of property.....	30,000	30,000
1899	—	—	Court Oak Road	701	—
1899	—	—	Arley Road	2,090	—
1899	—	—	Alum Rook Road	378	—
1899	—	—	New Road, Pebble Mill.....	224	—
1899	—	—	Edward Road	555	—
1899	—	—	New Road and Bridge across G.W.R., Small Heath to Sparkbrook (£49,000 authorised)	350	—

CHAP. III.

LOANS FOR PAVING CARRIAGEWAYS AND FOOTPATHS.

Author- ised.	LOANS.	Term. Years.		Outstand- ing Debt.
	£			£
1888	10,000	25	Carriageways	6,564
1888	4,500	25	Footways	2,954
1889	8,900	25	Carriageways	6,161
1891	4,000	30	Colmore Row Wood Paving	3,137
1891	4,070	12	Footways	1,583
1891	9,140	15	Wood Paving	4,811
1891- 92-94 }	30,000	20	Granite Paving	20,909
1894	18,600	20	Granite Paving	14,677
1894	7,000	15	Wood Paving	4,782
1895	5,000	25	Granite and Wood Paving	4,409
1895	3,820	30	Footways	3,878
1897	800	15	Footways, Saltley and Harborne	716
1898	3,800	11	Paving Steelhouse Lane (wood), Bradford Street (granite), and other streets.....	3,184
1898	10,000	11	Hagley Road Wood Paving.....	9,329
1899	(b)	—	Footpaths, Hagley Road and Tennyson, Road (£727)	—
1899	(a)	—	Footpaths, Arden Road and Bordesley, Green Road (£163).....	—
1899	15,170	12	Carriageways (including Pershore Road, Exp. £12,975) and Footpaths	15,170

STREETS PAVED WITH WOOD OR GRANITE.

(The dates are those of Authorisation.)

1888. WOOD.—Broad Street, Easy Row, Cherry Street, Union Street, Edgbaston Street, Smallbrook Street, Jamaica Row.
GRANITE.—Bell Street, Park Street.
1889. WOOD.—Cannon Street, Fore Street, Digbeth, Sheepcote Street, Colmore Row, Minories, Temple Row, Temple Row West, Edmund Street, Stephenson Street, St. Martin's Lane, Congreve Street, Steelhouse Lane, John Bright Street.
GRANITE.—Sheepcote Street, Parade, Summer Row, Spring Hill, Upper Dean Street, High Street (Bordesley), Coventry Road, Hurst Street, Lower Hurst Street, Vauxhall Road, Mill Street, Watory Lane, Great Barr Street, Floodgate Street, Cheapside, Moseley Street, Rea Street, Macdonald Street, Stratford Place, Granville Street, Great Tindal Street, Icknield Street, Summer Lane, Loveday Street, Freeman Street.
1893. WOOD.—Moseley Street, Great Hampton Row, Waterloo Street, Church Street, Five Ways.
GRANITE.—Ormond Street, Whitmore Street, Icknield Port Road, Montague Street, Great Francis Street, Duddeston Mill Road, Moseley Road, Charles Henry Street, Bloomsbury Street.
1897. WOOD.—Stafford Street.
1899. WOOD.—Pershore Road, Great Charles Street.

PUBLIC CONVENIENCES.

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Author- ised.	Loans.	Term. Years.		Expendi- ture.	Outstand- ing Debt.
	£			£	£
1898 & 1899	9,200	30	Old Square, Bull Ring, Rat- cliff Place, and Stephenson Place	5,683	9,123

WHARVES AND STABLES.

Author- ised.	Loans.	Term. Years.		Expendi- ture.	Outstand- ing Debt.
	£			£	£
1886	450	50	Laicester Street Wharf Improvement	450	392
1892	8,100	30	Holliday Street Stables.....	8,067	6,708
1895-9	6,770	30 & 50	Harborne Wharf	6,639	6,336
1898	4,000	30	Stabling, etc., Edwardes Street Yard	4,005	3,923
1898	6,970	50 & 29	Saltley Wharf	6,083	6,842

IMPROVEMENT OF WATERCOURSES.

Author- ised.	Loans.	Term. Years.		Expendi- ture.	Outstand- ing Debt.
	£			£	£
1886	3,000	30	Hockley Brook (completion of the first Scheme).....	1,913	2,114
1890	55,340	60	River Rea	52,036	52,206
1892	9,900	30	Hockley Brook.....	10,702	8,854
1892	5,500	10	River Tame Cleansing (Settle- ment of Norton v. Birming- ham)	5,312	1,888
1898	(c)	—	Spark Brook.....	891	—

SEWERAGE WORKS.

Author- ised.	Loans.	Term. Years.		Expendi- ture.	Outstand- ing Debt.
	£			£	£
1884-6	53,750	30	Cole Valley Sewer	53,750	35,485
1887	6,000	30	Storm Water Conduit, Miles Street and Lawden Road ...	5,976	4,151
1889-)	10,000	30	Sewerage Works (under £75,000 Sanction, 1879).....	13,256	8,051
1893)					
1892	5,178	30	Sewerage Works at Balsall Heath	5,178	4,048
1893	4,721	30	Sewerage Works at Saltley, Little Bromwich, and Har- borne	4,035	4,015
1893	4,875	30	Storm Water Conduit, Lady- wood	4,875	4,116
1896	750	25	Gauging Chamber for regula- ting the Sewage passing from King's Norton Rural District into Stoney Lane Sewer.....	697	711
1896	2,200	30	Sewage Pumping Station, Argyle Street	2,200	2,113
1897	800	30	Couchman Road	769	768
1897	(c) 4,310	30	{ Washwood Heath Sewers Surface Water Drain, Bor- desley Green.....	1,697 } 340 }	4,238
1898	2,960	30	New John Street, Greenfield Crescent, Bacchus Road, Couchman Road, Newhall Street, new roads off Winson Green Road, Arley Road, Aston Church Road	2,524	2,903
1898	1,650	30	Hagley Road, Great Tindal Street, Turk's Lane, etc. ...	1,436	1,618
1898	12,000	30	{ Rea Main Sewer, diversion and enlargement	5,197 }	12,000
1899	2,702	30	Wentworth Road, Grosvenor Street West, Needleless Alley	2,279	
1899	500	30	Lower Edwardes Street.....	1,622	2,702
1899	25,000	30	Church Street	435	509
		30	Reconstruction of Edgbaston and Harborne Sewers (part of £136,021 sanction)	26,470	25,000
1899	5,000	30	Balsall Heath Main Drainage	5,198	5,000
1899	3,215	30	Montgomery Street & Tennai Road	1,390	3,215
1899	—	—	Highfield Road, Saltley Via- duct, Anthony Road, Argyle Street.....	690	—

It will be found that the loans and expenditure recorded in the above list do not fully account for the increase in the capital account of the Committee. The reason is that the list does not

include public works carried out in the added districts before the annexation. So far as the greater number of these works are concerned, a bare enumeration must suffice ; but a brief account will now be given of those which are either especially important, or offer any notable points of interest.

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STREET IMPROVEMENTS.

Special interest, for example, attaches to any efforts that are made to widen or provide for the widening of the most frequented streets in the centre of the City. Since the great Improvement Scheme this work has progressed but slowly. It is indeed a work that, except at an extravagant expense, can be accomplished only by patiently waiting for favourable opportunities. A striking example is afforded by the preparations that the Council has made for an improvement that is still remote—the widening of Bull Street. One property required for the improvement of the Colmore Row corner had been purchased, at a cost of £3,000, in 1875. In 1885 advantage was taken of the expiration of a lease, and the corner property bought for £5,500. At the High Street end an opportunity, not of widening, but of preparing to widen, the street was seized in the year 1897, when two of the four houses affected by the long-desired improvement were to be rebuilt. The Committee reported that to acquire the freehold and the leases of the four houses would cost about £85,000, and that if the Corporation bought the remainder, not already in its possession, of the land bounded by Bull Street, Martineau Street, and Corporation Street, in order that it might not be embarrassed by rights of way and light, the cost would be increased to £110,000. A comparison of the interest and sinking fund on this amount with the rents showed a probable annual loss of about £2,200. The Committee therefore, while wistfully describing the project, did not venture to recommend it to the Council. But there was a strong feeling that the opportunity, such as it was, should not be missed ; and the Council instructed the Committee to reconsider the matter. Ultimately the building line of two of the four houses was set back, the Corporation buying about twenty-two yards of land at £60 a yard ; and the freehold of the other two was acquired for £26,000. The total cost of the purchase was £28,150. The leases on the

Bull Street.

CHAP. III. two houses bought had twenty-one years to run. During this
— period the Corporation makes an annual loss of about £400, in
anticipation of an improvement which cannot be effected until
the year 1917.

Digbeth. The widening of Digbeth, the most ancient street in the City,
has also proceeded by slow degrees. Compulsory powers for the
acquisition of the property required for this improvement had
been taken in the Improvement Act of 1861, but had been allowed
to lapse unused. In 1887 the two houses numbered 132 and 133
were bought at a cost of £2,320. In 1894 120 yards of land at
or near the corner of Digbeth and Allison Street were bought
from Lench's trust for £904, and the improvement of this corner
effected. Three years later the houses and shops numbered from
123 to 131 and 134 were acquired from several owners at a cost
of £15,085. The area of this property, including a number of back
houses, was 2,440 yards, of which 345 were to be taken into the
street. The land having been bought at a reasonable price, allowing
for the value of the ground rent created by the lease to the Linde
Company, the cost of this improvement to the rates will be very
small.

Cherry
Street. Another street of respectable antiquity is Cherry Street, which
is known to have been made in the year 1720. It appears in the
well-known map of 1731 as an unnamed lane leading to the famous
cherry orchard. The opening of Martineau Street had increased
the stream of traffic through Cherry Street; and the width of
the street was only thirty feet. The improvement was made in
1898 by the purchase of a strip of land six feet wide and measuring
143 square yards. The freeholders took £6,450, the City of
Birmingham Bank £4,000 for the surrender of its lease; and
other compensations brought the cost of the acquisition to £12,000.
This improvement elicited a public spirited act that has no precedent
in the history of the City. Messrs. Wilkinson and Riddell, the
value of whose property on the other side of the street was favourably
affected by the widening, voluntarily contributed £1,000 to the
cost of the scheme.

Carr's Lane. The project for the widening of Carr's Lane by the removal
of an awkward projection appears in the proceedings of the Council
as early as 1862. It had indeed been one of the improvements

contemplated in the Improvement Act of 1861. In 1867 the Council was willing to pay £3,000 for the necessary land ; and in 1876 the bid was raised to £3,500 ; but in each year the owner refused to accept the offer. The improvement was finally effected in 1894, the Corporation having purchased about 60 yards of land from Mr. James Watson for £3,000. Mr. Watson was urged to deal more leniently with the City. He held to his terms ; but the improvement was urgently required, and, with some reluctance, the Council voted the money.

Two other projects must be mentioned, which had been in the mind of the Council for many years. One was finally abandoned, and the other, after many delays, at last adopted. The abandoned scheme was that for a new street from the Five Ways to the centre of the town for the relief of the Broad Street traffic. The original plan for the approach to New Street was defeated in 1886, when the new Post Office was built on the land through which the street was to be cut. The Council was unable to procure the alteration desired in the ground plan of the Post Office, and were obliged to be content with the setting back of the building line in Paradise Street and Hill Street, at a cost to the town of £1,000. The project for a new road continuing the line of Hagley Road to Holliday Street remained under consideration ; and a small annual payment was made to the Rector of Birmingham, through whose glebe land the proposed street was to pass, in consideration of an undertaking not to grant new leases. When, in 1893, a private Bill was passed vesting this property in trustees, the Council sought a promise from the trustees that upon the expiration of the leases, the land required for the street would be given up. The surveyors who were appointed by the Corporation and the trustees to estimate the value of the concession, reported jointly that the increase of value given by the new thoroughfare would be more than counterbalanced by the depreciation due to the awkward angles at which it would intersect the existing streets. The amount to be paid by the Corporation was fixed at £6,000, with an annual payment of £100 until 1916, when the leases would fall in. This was regarded as a prohibitive price ; and the project was finally abandoned.

Proposed
New Street
from Five
Ways.

The first step towards the provision of a new street, with a

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—
Small Heath
Bridge.

bridge over the Great Western Railway, from Small Heath to Sparkbrook had been taken in 1883, when land was acquired for the making of the road from Arthur Street to Cooksey Road (ii., 83). At that time the estimate of the cost of the whole scheme was £35,050. In 1886 it was reported that the widening of the railway had raised the probable cost to nearly £60,000; and though two years later a less expensive plan was prepared, the Committee did not venture to ask the Council for the money. In 1892 land was purchased in Montgomery Street for the approach to the bridge; and in 1899, the opportunity afforded by a Great Western Railway Bill having been taken to get more favourable conditions from the railway company, the Committee obtained the approval of the plan, and the sanction of the Council to an expenditure of £49,000.

Colmore
Estate.

In 1890 arrangements were made with the trustees of the Colmore Estate for considerable improvements to be made, at the expiration of certain leases in 1892, in the lines of the streets lying south of Edmund Street.

Street
Maintenance.

The ordinary work of the Public Works Committee in respect of the maintenance and lighting of the streets has been sufficiently described in the second volume. The aggregate length of streets controlled by the Corporation increased during the fifteen years with which this volume is concerned by about 37 per cent., partly by the enlargement of boundaries, partly by the normal growth of the City. The mileage on the first and last days of the period, and just before and after the extension, was as follows:—

	Miles.
January 1st, 1885	192·4
March 31st, 1891	200·1
March 31st, 1892	243·8
December 31st, 1899	264·2

The mileage of the streets added by the annexation was:—

	Miles.
Balsall Heath	14·2
Harborne	15·4
Saltley and Little Bromwich	18·1
	<hr/>
	47·7

The list of street improvements already given shows that the use of wood and granite for the paving of carriageways has been

largely extended. The principle that guides this work is that it is more economical to pave either with wood or granite, according to the character of the traffic, any street that, as a macadamised street, needs to be entirely re-coated at least once in two years. A plan for cleansing the streets in the centre of the town by night was successfully adopted in 1895.

The cost of street maintenance was increased by a rise in the wages of carters and sweepers in 1889, and again in 1898, in accordance with a general improvement of the wages paid to unskilled labourers.

STREETS TAKEN TO BY THE CORPORATION.

The following list is in continuation of that given in vol. ii., pp. 79-82. Until the end of 1890 the dates given are those on which the streets in question were declared to be public highways by resolution of the Council. From 1891 onwards the dates are those on which the Public Works Committee reported that, exercising the powers delegated to them by the Council, they had declared the streets to be public highways.

New Streets.

- 1885. March 17.—Chamberlain Place, Dalton Street (part of), Henrietta Street (part of), Silver Street, Station Street. July 7.—Eversley Road.
- 1886. June 1.—Allport Street, Halberton Street. Oct. 5.—Algernon Road, Bertram Road, Cambridge Crescent, Exeter Passage, Sherlock Street East, Vernon Road (part of), Wyndcliffe Road, Yateley Road.
- 1887. Oct. 4.—Eversley Road (part of).
- 1888. Feb. 7.—Brandon Passage, Cleve Terrace. July 3.—Aston Brook Street (part of), Shefford Road. Dec. 4.—Carrington Road, Wellesley Street (part of).
- 1889. June 4.—Apollo Row, Cannon Passage, Carlton Road, Cook Street (part of), Martineau Street, Sydney Road, Tennyson Road, Waverley Road.
- 1890. Feb. 4.—Aston Brook Street (part of), Barnsley Road, Bellefield Road, Chiswell Road (part of), Cuthbert Road, Eva Road, Newton Place, Perrot Street (part of), Whitehall Road.
- 1891. Feb. 3.—Addison Road, Charles Road (part of), City Road, Eastern Road, Galton Street, James Turner Street (part of), Somerville Road (part of). July 28.—Charles Road (part of), Dora Road (part of), Eldon Road, Harold Road, Mostyn Road, Rotton Park Street (part of), Sefton Road, Ventnor Road, Wolseley Street (part of).
- 1892. Feb. 2.—Coleridge Passage, Sydenham Road. June 14.—Alder Drive, Alder Road, Birchwood Road, Bolton Street (part of), Lench Street, Little Edward Street, Vesey Street.

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1893. Feb. 7.—Grey Street, Maxstoke Street (part of), Lower Dartmouth Street, Sarah Street. June 6.—Berry Street, Blakeland Street, Butler Street South, Byron Road (part of), Chesterton Road, Clifton Road (part of), John's Road, Saltley, Kingsley Road (part of), Reginald Road, Roshven Road, Taunton Road, Woodville Road, Wright Road.
1894. Jan. 2.—Cape Street (part of), Chiswell Road (part of), Colonnade Passage, Cyril Road, Daisy Road, Defford Road, Heath Green Road, Henshaw Road, Leslie Road. July 3.—Birchwood Crescent, Birchwood Road (part of), Bowyer Road, Byfield Passage, Cambridge Passage, Chicheley Street, Cromwell Passage, Dennis Road (part of), Noah's Ark Passage, Palace Road, Plume Street, Selwyn Road, Westgate.
1895. Feb. 5.—Banks Road (part of), Drayton Road, Medlicott Road (part of), Shenstone Road (part of), Walford Road.
1896. Feb. 4.—Crosbie Road, Hugh Road, Hutton Road, Kenelm Road. Mar. 17.—Tilton Road, Venetia Road. May 5.—Abbotsford Road, Byron Road (part of), Conway Road, Marlborough Road. July 28.—Paignton Road.
1897. June 1.—Dora Road, Rose Road (Harborne), Somerville Road (part of).
1898. Feb. 1.—Abbotsford Road (part of), Armoury Road, Fallows Road (part of), Holder Road, Osborn Road (part of). July 26.—Burlington Road (part of), Cradock Road (part of), Twining Road (part of), Wimborne Road.
1899. Feb. 7.—Beaconsfield Road, Phillimore Road. Aug. 1.—St. Oswald's Road.

STREET AND COURT LIGHTING.

Lamps.

Lighting of
the Courts.

In 1885 the number of public lamps was 7,007. The number of those taken over on the extension of the City was 892; and the total at the end of 1899 was 9,367. In addition there was a considerable number of lamps in the courts, lit by the public lamplighters, and supplied with gas at the rate charged for public lighting, but provided and maintained by private owners. For several years no question of municipal government was more eagerly debated, both inside and outside the Council, than the lighting of the courts. In February, 1887, when the first of many reports on this subject was discussed, there were 6,322 courts and terraces within the City, of which only 132 were lighted, including 37 of which the Improvement Committee were the landlords. To provide one lamp in each at the public expense would cost £32,500, and the annual cost of lighting would be £10,430. Such an expenditure was out of all proportion to the public advantage gained; for it was calculated, after observation of the traffic, that for thirteen persons receiving benefit from each street lamp only one

would receive benefit from a lamp in any court. The Consolidation Act, by a provision borrowed from the Public Health Acts, empowered the Corporation to compel the owner of the court to provide a lamp, but not to compel him to light it. The Act, however, gave to the Corporation certain powers, which, it was suggested, might be used as a means of coercion. It could take over any court as a public highway, having first compelled the owner to execute certain private street works, *i.e.*, to "sewer, level, pave, metal, macadamise, flag, kerb, channel, or make good" the court as a street. When this was done the expense of cleansing, maintaining, and lighting the court would fall on the Corporation; but it was suggested that the owner, if inspired by fear that the Corporation would exercise these powers, and so not only put him to large expense, but deprive him of the power of dealing freely with his property, could be intimidated into accepting the lesser evil of lighting the court. At first the Council was indisposed to use this form of compulsion; but the agitation for reform was powerful; and in 1890 it was resolved to delegate full powers to the Public Works Committee, and to serve notices on the owners of certain selected courts. In subsequent years the area of the experiment was largely extended; and, by the end of 1899, 3,350 court lamps had been provided and lit.

SEWERAGE WORKS AND IMPROVEMENT OF WATERCOURSES.

In March, 1885, it was reported that the cost of the Cole Valley Sewer, originally estimated at £28,000, had been increased by unforeseen difficulties of construction to £62,000. In 1887 a storm-water conduit was made at a cost of nearly £6,000 to prevent the flooding in Lawden Road and Miles Street. The Ladywood storm-water conduit, made for a similar purpose in 1893, is 600 yards long and 3ft. 6in. in diameter, and extends from the junction of Nelson Street and Summer Hill Street to that of Morville and Tindal Streets, crossing the railway and canals. The Stoney Lane gauging chamber was made to secure the restriction of the amount of sewage permitted to be passed by the King's Norton Sanitary Authority into the Stoney Lane Sewer. In 1898 a vote of £33,500 was obtained for the reconstruction, on a larger scale and along a new line, of the Rea Main Sewer. This

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sewer had been made in 1853, and crossed land now occupied by the Midland Railway Goods Yard and by the Gas Works. The total cost of reconstructing it as a six-foot circular sewer was estimated at £57,133; but to this amount the Railway Company contributed £10,633, in consideration of the abandonment of easements, and the Gas Committee £13,000.

Edgbaston
Sewerage.

No work carried out during the period is comparable in importance with the extensive scheme of reconstruction with which the period closes. For some years complaints had been frequent of bad smells, especially in Harborne and the higher parts of Edgbaston. Towards the end of 1896 the City Surveyor was instructed to make a thorough examination of the Edgbaston and Harborne sewers. His report, made a year later, condemned the whole of the sewers as unsatisfactory; and this unfavourable opinion was fully confirmed by a subsequent and independent examination conducted by Mr. Edward Pritchard. These sewers had been made for the most part between 1863 and 1879 on principles since discredited and abandoned. Instead of the 12in. or 15in. stoneware pipes now used, the sewers had been constructed of brickwork of a thickness of no more than $4\frac{1}{2}$ inches. It was found that the arches were crowning in and that the inverters were badly worn; that in many cases the jointing had always been imperfect; and that the gradients had not been carried out according to the drawings, with the result that large deposits had accumulated in sewers intended to be self-cleansing. In consequence of these alarming disclosures the City Surveyor was instructed to prepare plans for the entire reconstruction of the Edgbaston and Harborne sewers. His plans were submitted to Mr. James Mansergh, and approved by him with some suggested enlargements that did not materially affect the cost of the scheme. The plans were intended to provide for all future requirements for thirty years—the period of the currency of the loan. They provided for the separate treatment of surface water. The estimated cost of this part of the scheme was £30,000; but the consequent reduction in the gauge of the foul-water sewers involved a saving of £15,000; and it was calculated that the resulting economy at the Sewage Farm represented a capital sum of £37,500. The estimated cost of the whole scheme was £155,000, not including easements and compensations. This

estimate was confirmed by Mr. Mansergh, with the caution that there is always a tendency to increase, and that it would not be surprising if the ultimate cost were ten or even twenty per cent. above the estimate.* On the 22nd of November, 1898, the scheme was unanimously approved, and the necessary money voted, by the Council. An instruction to the Committee to consider the desirability of constructing the sewers under their own supervision and not by contract was proposed, but was defeated by 32 votes to 13. Although, however, contracts were taken for the main sewers, the greater part of the work has been carried out by the department. By the middle of September, 1899, 1,721 yards of old sewers had been demolished and 2,556 yards of foul water sewers, with 2,722 yards of sewers for surface drainage, had been constructed.†

We have also to record the progress and completion of the long-lived litigation between Lord Norton and the Corporation (ii., 126-140). It will be remembered that the grievance of Lord Norton was the pollution of the River Tame, not so much by the regular operation of the sewage works, as by the occasional escape of sewage by the overflow of storm water; that an injunction had been granted to Lord Norton (then Sir Charles Adderley) under which the Corporation was allowed five years to complete the necessary works with due diligence; that in 1881 Lord Norton gave notice of a motion for a commission of sequestration against the Corporation for a breach of the injunction; and that an order was taken by consent postponing the motion till the 31st of March, 1884. Further orders of postponement, generally for two years at a time, were taken, the Corporation in each case paying the legal expenses. Meantime the question was to a certain extent complicated by the appearance in the Tame of pollution for which Birmingham was not responsible; and the Council in its turn had to threaten the Smethwick Local Board with proceedings to stop the contamination of Hockley Brook, and therefore of the Tame, with sewage from Smethwick. The last of many postponements was granted on the 2nd of April, 1890, and the motion

Norton v.
Birmingham.

* It is now (1901) expected that the estimates as a whole will not be exceeded.

† By July, 1901, about forty miles of new sewers had been constructed.

CHAP. III. stood over till the 1st of January, 1892. Then a final settlement was at last reached. It was agreed that the Corporation should lay out £5,000, under the direction of Lord Norton, in cleansing the course of the river through the Hams estate; that they should pay the costs of Lord Norton's solicitors and agents, and of the superintendence of the works; and that all proceedings should be stayed, and the suit dismissed when Lord Norton's agent should have certified that the stipulated sum had been expended. The arrangement was not to be construed as an admission of liability on the part of the Corporation for the state of the river. The end of the litigation may be dated as the 31st of January, 1893, when Lord Norton acknowledged the receipt of the £5,000 voted by the Corporation; but the order of the Court dissolving the injunction was not granted until the 15th of February, 1895. This was the end of a lawsuit which had been a source of anxiety to the Council since the year 1858.

Hockley
Brook.

The successful execution of a scheme for the improvement of Hockley Brook in 1879 and 1880 has already been related (ii., 89). In 1885 it became necessary to continue this work, the earlier improvement of the course having caused a more rapid delivery of water in the lower part of the stream, with frequent flooding. The first part taken in hand was that between Cuckoo Lane and the Mill in Long Acre, a length of 630 yards. The cost of this work, half of which was paid as before by the Local Board of Aston Manor, was £4,164. There still remained nearly half a mile of the course untouched between the two improvements. In 1892, the water rights of the mill in Long Acre were purchased at a cost of £1,150, and 125 yards more of the work carried out, at a cost to the Corporation of £2,605. Finally the last remaining section was dealt with in 1894 and 1895. The cost of this section was £4,429 to the Corporation, or £8,858 in all.

The Rea.

A similar work of greater importance was taken in hand in 1890. Powers for dealing with the River Rea had been taken in the Improvement Act of 1861, and renewed by the Consolidation Act. In 1888 a scheme was prepared covering the whole course of the river from Edgbaston Road to the Sewage Farm. It was proposed to take the work in three sections, the upper and lower of which were partly outside the borough. The estimated cost of

the entire scheme, not including what would be paid in compensation, was £80,000. But only the middle section of the work, a length of 2,400 yards between Lawley Street and Gooch Street, was executed, the Corporation having failed to persuade the local authorities, landowners, and others, who would share in the advantages of the larger project, to make any considerable contribution to the cost. The cost of this work, which was finished in 1893, was £43,676, including £4,764 for purchase of land. It included 35,000 cubic yards of excavation, the deepening of the channel by an average of 3ft. 4in., 26,000 square yards of brick inverting, 1,207 linear yards of underpinning, the reconstruction of the Montague Street bridge, and the repairing of the Cheapside and Moseley Street bridges. In the year 1897 another scheme of improvement of the Rea was taken in hand. A new and straight course had already been cut along the boundary of Cannon Hill Park. The new work included the continuation of this cutting from Edgbaston Road to the new extension of Lower Edwardes Street (now Edward Road), the deepening of the cut alongside Calthorpe Park, and the straightening and widening of the channel for a short distance further; the diversion of a short length of the Bourn Brook so that it should join the Rea at a higher point; and provision for the overflow of storm water from the Pershore Road main sewer. A diversion of the river through Calthorpe Park was subsequently added to this scheme.

ADMINISTRATION.

On the 27th March, 1896, Mr. William Spooner Till, M.Inst.C.E. City Surveyor and Engineer, and Engineer to the Drainage Board, applied, on the ground of broken health, for relief from some of the duties of his office. Mr. Till had been Surveyor since the year 1858, and had been Assistant to the Borough Surveyor for five years before that date. In reporting this resignation to the Council the Public Works Committee eulogised Mr. Till's long and distinguished services in terms of unusual cordiality. It was resolved, on the recommendation of the Committee, that he should retain the office of Consulting Engineer, at a salary of £500, or one-half of that attached to his former office; and a similar arrangement was made in his favour by the Drainage Board.

Office of
City
Surveyor.

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—

Mr. Till died early in 1898. On the 28th of July, 1896, Mr. John Price, who had served the Corporation of Liverpool as Assistant City Engineer, was appointed to the office of City Surveyor.

Reorganisa-
tion of the
Department.

This change was immediately followed by an elaborate reorganisation of the work of the department. It is now distributed between eight sub-departments, namely (1) Secretarial, (2) Accountant's, (3) Drawing and Surveying, (4) Building Surveyor's, (5) Sewerage and Rivers, (6) Roads and Scavenging, (7) Public Lighting, and (8) Mechanical and Electrical. For the purposes of the fourth, fifth, and sixth of these departments the City is divided into five districts, each in charge of a sewerage inspector, a road surveyor, and a building surveyor. Although these changes involved the addition of twelve officers to the staff, the re-arrangement was so effected as to entail no addition to the total cost of the Department.

Finance.

The following table exhibits the capital expenditure of the Public Works Committee. The first column shows the outlay in each financial year, the second, the total capital expenditure up to the end of the year, and the third, the debt outstanding at the same date—i.e., that part of the total that still remained to be repaid from future income. It will be observed that, by the operation of the sinking fund, the net debt has increased by only 12 per cent., while the total of the expenditure met by loans has increased by 63 per cent.

YEAR.	Capital Outlay during Year.	Total at end of Year.	Outstanding Debt.
	£	£	£
1885	87,494	1,014,633	769,922
1886	34,610	1,049,243	781,192
1887	10,766	1,060,009	768,581
1888	27,719	1,087,728	770,967
1889	30,195	1,117,923	774,118
Jan.-Mar.			
1890	3,831	1,121,754	777,949
1890-91	21,536	1,143,290	771,198
1891-92	155,480	1,298,770	853,973
1892-93	45,152	1,343,922	864,090
1893-94	21,782	1,365,704	848,196
1894-95	37,614	1,403,318	846,846
1895-96	19,671	1,422,989	824,788
1896-97	3,490	1,426,479	780,573
1897-98	54,150	1,480,629	790,819
1898-99	50,630	1,531,259	791,129
1899-1900	118,345	1,649,604	860,271

The following table shows the current expenditure, year by year, of the Public Works Committee. No account is taken in the table of the income and expenditure in respect of tramways :—

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YEAR.	Payments.	Receipts.	Net Expenditure.
	£	£	£
1885	120,474	7,946	112,528
1886	117,153	6,051	111,102
1887	116,584	6,098	110,486
1888	117,398	7,318	110,080
1889	120,440	7,371	113,069
Jan.-Mar.			
1890	21,160	1,589	19,571
1890-91.....	124,555	9,017	115,538
1891-92.....	130,215	9,006	121,210
1892-93.....	151,833	9,503	142,330
1893-94.....	160,046	8,557	151,489
1894-95.....	161,875	9,517	152,356
1895-96.....	170,063	11,823	158,230
1896-97.....	170,112	11,856	158,256
1897-98.....	178,870	7,300	171,670
1898-99.....	193,156	9,925	183,231
1899-1900.....	206,151	12,616	193,535

The net expenditure, divided by the street mileage, gives a quotient of £580 13s. 8d. in 1885, and £732 13s. 10d. in 1899-1900. The net expenditure was equivalent to an improvement rate of 1s. 10d. in the pound in 1885, and of 2s. 0½d. in the pound in 1899-1900. This increase is fully accounted for by the rise in the price of materials and the cost of labour.

Some indication of the distribution of this expenditure among different departments of public service may be derived from the following analysis. This method of distinguishing the expenditure and income of the several sub-departments was first used in the accounts of the year 1897-98. It should be observed, however, that the table does not give the proportions of the expenditure on roads, sewers and rivers, and public lighting, with entire accuracy, as there is no distribution of the item of interest and repayment between these departments. This item includes a considerable proportion of the real annual expense of roads, and a still larger proportion of the cost of sewers. Every mile of street that is paved with wood or granite means a certain trans-

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ference of expenditure from the second to the sixth heading. The Tramway income and expenditure, and the interest and repayment of the Tramway Loans, are here omitted.

	1897-98.		1898-99.		1899-1900.	
	Receipts.	Payments	Receipts.	Payments	Receipts.	Payments
	£	£	£	£	£	£
Administration	1,675	13,348	2,020	12,664	1,745	15,536
Road Department.....	1,042	61,908	1,830	65,227	2,137	70,071
Sewers and Rivers.....	2,283	14,163	2,606	19,479	2,588	20,447
Public Lighting	634	23,564	987	21,692	1,871	23,346
General Receipts and Expenditure	1,566	6,131	2,482	7,567	4,275	9,812
Interest and Repayment	—	59,756	—	66,527	—	66,939
TOTALS	£ 7,200	178,870	9,925	193,156	12,616	206,151

CHAPTER IV.

TRAMWAYS.

IN dealing with the development of the Tramway system the Corporation of Birmingham has been beset with difficulties to which it would probably be impossible to find a parallel in any other considerable town. Birmingham is a city of steep gradients. It lies on the southern slope of one, and on both the northern and southern slopes of the other, of two valleys running west and east. There is also a very considerable difference in elevation between the western and eastern districts. The streets were laid out by unimaginative forefathers with a singularly limited prevision of the future. Nearly all the main roads from the suburbs to the city appear to have missed their direction, and to stop short, or become narrow and tortuous, as they approach the centre. The visitor who enters Birmingham by tramway from Moseley, or Small Heath, or Sparkbrook, after travelling hopefully along straight and tolerably broad suburban roads, finds himself insinuated into the city through narrow and uncomely streets and round many perplexing corners, and is finally compelled to alight at a much greater distance than he could wish from Attwood's statue. A great hindrance to satisfactory communication from north to south across the centre of the town is created by the position and extent of New Street station. There is no central street comparable in width with Princes Street in Edinburgh or Piccadilly in Manchester ; nor any open space, like the Pier-head at Liverpool, available as a centre of radiation. There is not, and probably never can be, any common terminus or crossing-place of the tramway lines. These physical difficulties should be taken into account when any comparison is made between the tramway system of Birmingham and that of other towns. Of difficulties of another order it is sufficient to remark at this point that, in treating a matter so closely connected with the daily comfort of the inhabitants, the Council has been constrained to defer to public opinion ;

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—
Special
Difficulties
of Tramway
Development
in
Birmingham.

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and that any hesitation or instability that may be discovered in its policy is partly to be attributed to the fluctuations of popular prejudice. A benevolent autocracy might have found a satisfactory solution of questions that have sadly perplexed a representative assembly.

Tramways
Constructed
between 1873
and 1886.

The second volume of this history records the completion of the tramway from Monmouth Street (Colmore Row) to Hockley in 1873; of the Bristol Road tramway (at that time connected with the Hockley line by way of Colmore Row and Paradise Street) in 1875; of the line from Corporation Street to the borough boundary in Aston Road in 1882; and of the Moseley line, as far inwards as Smithfield, in 1884. To this account it should be added that the Nechells line with a terminus in Albert Street, and the Perry Barr and Saltley lines from Corporation Street, were also submitted to the inspection of the Board of Trade, simultaneously with the Moseley line, in October, 1884. The Nechells and Saltley lines were opened as horse-trams; but sanction for the use of steam-power on the Saltley route was given in 1886. It may here be noted, once for all, that in every case the Council consented to the use of steam for limited periods only, renewing the sanction from time to time, but rarely for longer than six months. Thus from the first the steam engine was regarded as merely a temporary expedient, and the Council reserved, though it has never found it expedient to employ, the power of compelling the Companies to find some more satisfactory method of traction.

Our period therefore opens with seven distinct tramway routes. The Stratford Road or Sparkbrook line, branching at Camp Hill down Bradford Street, and by way of High Street Bordesley and Deritend, was certified in March, 1885; and by the end of that year the Dudley Road line with a terminus near Friday Bridge, authorised in 1881, was opened, and the Coventry Road or Small Heath line was approaching completion. The year 1886 saw the completion of the Great Hampton Row and Wheeler Street line, of the route by Sherlock Street to Balsall Heath, of the terminal lines in Station Street and John Bright Street, and of the short and still unused branch line in Heath Street. At this point the construction of new lines suddenly stops. Except minor extensions and alterations, no addition whatever has been made since the end of 1886 to the tramway system.

The following table, taken from a return made to the Council in February, 1891, exhibits the particulars of the tramway system within the borough before the extension of boundaries.

CHAP. IV.
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Tabular
Statement
of Particulars.

LEASED TO	ROUTE.	LENGTH IN MILES OF SINGLE LINE.		WHEN LEASE EXPIRES.
		Mls.	Chns.	
Birmingham and Aston Tramways Company	Old Square to Aston ...	2	4·2	Dec. 30th, 1903.
Birmingham and Midland Tramways ...	Summer Row to City Boundary in Dudley Road	3	34·7	July 1st, 1906.
Birmingham and Western Districts Tramways Company ...	Heath Street	0	62·4	July 1st, 1906.
Birmingham Central Tramways Company	Albert Street to Nechells Park Road; Aston Street to Saltley Road; Corporation Street to Newtown Row; Station Street to Moseley Road; Fazeley Street to Moat Row; Kyott's Lake Road; Bradford Street to Camp Hill and Stratford Road; Rea Street to Coventry Road	15	40·5	Jan. 1st, 1907.
Birmingham Central Tramways Company	Station Street, Hill Street, Hurst Street, Bromsgrove Street, Lower Hurst Street, Sherlock Street, and Gooch Street; Sherlock Street and Benacre Street; John Bright Street and Station Street	2	68·8	Jan. 1st, 1907.
Birmingham Central Tramways Company	Colmore Row to Hockley Brook	2	58·6	June 30th, 1911.
Birmingham Central Tramways Company	Navigation Street to Bournbrook	5	45·6	June 30th, 1911.
Birmingham Central Tramways Company	Great Hampton Row and Wheeler Street ...	0	66·2	June 30th, 1911.
		33	56·0	

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—
Cost of the
Tramways.

According to the same return, the total certified cost of these lines had been £169,656, or an average of £5,034 for each mile of single line; the deposits made with the Corporation for securing fulfilment of leases amounted to £81,780; the Companies were paying as rent in all £6,928 for the first fourteen years of the lease and would pay £8,763 for the last seven years, in addition to the whole or some part of the certified cost of repairs.

Cessation of
Enterprise
after 1886.

A comparison of this table with the list already given (ii., 93, 94) of the streets in which tramways had been authorised before the end of the year 1884, will show that, while some projects approved by the Council and by the Board of Trade were abandoned, no extension of importance was both projected and completed within the period with which we are concerned. During the years 1885 and 1886 the Public Works Committee was busily employed in examining numerous schemes which, if they had ever been executed, would have covered the city with a network of rails. It would be wearisome and useless to attempt any detailed account of all the abortive and forgotten schemes of this period of speculative enterprise, or to enumerate the drafted Bills or Provisional Orders which the Corporation was called upon to support or oppose. In general, the policy of the Council at this time was one of steadfast opposition to the schemes of projectors. There were many reasons for this obstructive action. The Corporation was already committed to a large expenditure by earlier authorisations. At the end of 1884 it was under a liability to construct at the bidding of the Companies $12\frac{1}{4}$ miles at a probable cost of £65,000. A further outlay was also necessary for the narrowing of the gauge of some of the existing lines. There were hopes that the cable system, then newly introduced, would be found to be suited to general application, and it seemed advisable to postpone new schemes of extension until a fair trial had been given to this mode of traction and construction. In many instances the projectors designed to use streets that were too narrow, or otherwise unsuited, for tramways; in some cases they asked for concessions or proposed terms inconsistent with the established policy of the Council. The result was that all the projects were either rejected or deferred. That they have never been revived,* is probably due to the

Cautious
Policy.

* The revival in 1901 of the Edgbaston and Harborne scheme lies outside the limit of this book.

disappointing financial results of most of the completed tramways. Of these defeated schemes one only need be mentioned. The Edgbaston and Harborne Tramways Company (whose scheme was afterwards taken over by the Central Company) proposed to fill the most obvious gap in the system by making lines from the Five Ways along Hagley Road, and to Harborne by way of Calthorpe Road, Greenfield Crescent, and Harborne Road. They planned a line from the Five Ways to Colmore Row by way of Broad Street, and also asked for running powers over a tramway that had already been authorised, but was never made, along Islington Row, Bath Row, and Holloway Head. Memorials both for and against this scheme were presented to the Council. It was strongly supported in Harborne; but the Council did not consider the desires of the inhabitants of Harborne, who were not yet ratepayers of the borough, worthy of so much consideration as those of the residents in the Edgbaston roads along which the line was to pass. Public opinion strongly condemned the use of steam in Edgbaston; and it was shown that with horse-traction—at that time the only alternative that was certainly available—the tram fares for the longer distances must be the same as those charged in the omnibuses. Finally, it was agreed that a tram-line could not be permitted in Broad Street until the congestion of traffic should have been relieved by the proposed new street from the Five Ways to Holliday Street. For these reasons the Council unanimously refused assent to the scheme.

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—
The
Edgbaston
and Harborne
Scheme
Rejected.

The terms to which the Corporation has steadfastly adhered in granting concessions to Tramway Companies were clearly stated and defended, on the 4th of October, 1887, by Mr. Lawley Parker, Chairman of the Public Works Committee. This speech was made by way of reply to the complaints of the Chairman of the Central Tramways Company, who had attributed the unsatisfactory earnings of the Company to the "stinging terms" imposed by the Council. The payments made by the Companies to the Corporation were strictly calculated to protect the ratepayers from loss without yielding them any profit. The Council constructed the lines within the borough, and refused to grant the right of construction to the Companies. They maintained that they had fulfilled their undertaking with as much economy as was con-

Conditions
of the
Tramway
Concessions.

CHAP. IV.

sistent with good workmanship. The Companies were required to deposit with the Corporation, as a guarantee for the fulfilment of the terms of their lease, a sum equal to one-half of the capital cost of the lines. On this caution-money the Corporation paid interest at £3 10s. per cent. The Birmingham and Aston Tramways Company paid a fixed sum annually for repairs and maintenance; the other companies repaid the actual yearly outlay. The rent paid by the Central Company was calculated to cover, but not to exceed, interest on the capital outlay, and a sinking fund for repayment in twenty-one years. For the first fourteen years the interest was at the rate of £4 per cent., to be increased to £5 in the last seven years. The terms that had been made with the Aston Company were rather easier, with the result that the Corporation incurred an annual loss on this line. The rental per mile paid by the Central Company was £400, or rather less than the £414 paid in Manchester, and considerably less than the rental charged to the Companies in Liverpool (£600), and in Glasgow (£550), although in those three cities the use of steam-traction had not been conceded. The Central Company complained that the Council charged £4 per cent. for capital which they borrowed at £3 10s., and made no allowance for the prospective value of the reversion of the lines to the Corporation at the end of the twenty-one years' lease. But the 10s. did not mean so much profit to the Corporation—for it barely covered the incidental costs of the borrowing operations, and such expenses as the salary of the tramways inspector, and the pay of the additional policemen required for the regulation of the tramway traffic; and it would have been unsound finance to assign any definite value to so uncertain an asset as the future reversion. How these financial principles worked out in practice may be seen by reference to the tabular statement appended to this section. In the table the gap between the income and expenditure, year by year, represents the sacrifice of capital by the abandonment of certain short lines, and by the reconstruction of other lines on the narrow gauge.

Traction :
Partial
Adoption of
the Cable
System.

The first step towards the reform of tramway traction—a reform earnestly desired, but destined to repeated procrastination—was taken in 1884. In October of that year the Patent Cable Tramway Corporation offered to tender, in conjunction

with the Central Tramways Company, for the lease of the lines from Hockley Brook to Bournbrook. This Company sought to introduce a system in which the trams are propelled by gripping, through a continuous slot, an endless cable that runs in an underground tube and is driven by a stationary engine. This system claimed special advantages when applied to steep gradients, for it nullified the gravity of the cars, the weight of the ascending cars being balanced by that of the cars running downhill. It involved a first outlay on construction at least twice as great as that of a simple tramway ; but, if the traffic were sufficient to support a frequent service, this larger capital cost would be more than counterbalanced by economy in the expense of propulsion, which does not, as in the case of steam-driven cars, increase proportionately with the increase in the number of cars. It was first tried on a short and steep line in San Francisco in 1873, and had since been successfully applied to twenty-four miles of tram line in that town, and adopted by Philadelphia, Chicago, and Dunedin in New Zealand. In Chicago the streets were level, but the traffic exceptionally large ; in Dunedin the gradients were unusually steep. At the time when the proposal first came before the Council there was no example of this system working in England, but in May, 1884, a cable line of about a mile in length was opened on the steep gradient of Highgate Hill in North London. Sir F. Bramwell was instructed to report upon the system as tried at Highgate, and upon its suitability for the Birmingham tramways, and in particular for the proposed route. His report was highly favourable, and was supported by satisfactory answers received to enquiries made in the three American cities and in Dunedin. In presenting the results of these investigations to the Council, the Public Works Committee also gave reasons for preferring the cable system to any of the systems of electric traction which had been tried at Berlin, Portrush, Blackpool, and Newry. On the 20th of October, 1885, the Council unanimously approved of the report of the Committee, and of the proposed terms of the lease with the Cable Company.

The Corporation granted to the Company a new lease of the lines to run for twenty-one years, and permission for cable traction for three years, to be renewed at the option of the Corporation.

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—

The Company was to defray all the cost of adapting the lines to their system, and to deposit, in addition to the customary guarantee, a sum sufficient to cover the cost of taking up the groove and reinstating the roadway, if the Corporation should be dissatisfied with the experiment. In one respect it obtained more favourable terms than the earlier projectors, for the Corporation undertook to pay interest on the deposits at the same rate per cent.—£4 for fourteen years and £5 for seven years,—that was used in calculating that part of the rental which represented interest on the cost of construction. It was also stipulated that the fares should not exceed a penny a mile.

Hockley
Cable.

Before the work of reconstruction was begun, the Cable Company, with the consent of the Corporation, transferred its concession wholly to the Central Tramways Company. It was proposed to make three sections of the line within the borough, each section having a separate cable and engine-house. Ultimately, however, only the first section, from the bottom of Hockley Hill to Colmore Row, was constructed. The work was begun on March 29th, 1887, and the line was certified by the Board of Trade on the 5th of April in the following year.

Bristol Road
Cable Scheme
Abandoned.

This experiment, though not unsuccessful financially, did not yield such results as to encourage the extension of the system to other routes on which a less frequent service was required. The Company having abandoned the cable project for Bristol Road, the new lease became inoperative; and the temporary lease, expiring at the end of June 1888, was renewed only for a further term of six months. As it was now impossible to provide a continuous service from Handsworth to Selly Oak, the lines in Colmore Row and Paradise Street were abandoned and taken up. Subsequently the Company obtained leave to fix their terminus at Navigation Street, thus relieving themselves of the only steep gradient on the route, and ensuring to the traveller the healthy exercise of climbing Suffolk Street by his own motive power. It was also resolved to take up the Bristol Road line, which had been constructed on the 4ft. 8½in. gauge in 1876, and to relay it on the narrower or 3ft. 6in. gauge. This reconstruction was not completed until the end of 1889. In the meantime, as the Corporation refused to sanction steam engines on this route, both the Committee and

the Company made enquiries as to the best method of electric traction. They agreed that the most advantageous system was that of self-contained electric cars, driven by accumulators ; but the Committee was not sufficiently satisfied to recommend the acceptance of any form of electric motor. The Company however equipped itself with the necessary plant, taking the risk of sacrificing the expenditure, and being compelled to substitute horse-traction, if the Corporation should be dissatisfied with the results of the experiment. The cars began to run, with a short provisional consent, in July, 1890. This system continued for ten years to be used on this route. But its results were never satisfactory ; and it was apparent from the first that neither of the two experiments had provided the desired means of ridding the city of the detested steam trams.

Meantime the Central Tramways Company continued to blame the Council for its failure to earn satisfactory dividends. In October, 1892, they made another attempt to obtain more indulgent terms ; but the Corporation, through the Public Works Committee, refused either to relieve them of their statutory obligation to repair the roads between their lines and for eighteen or twenty-one inches on either side, or to relax the severity of inspection, or to surrender the security fund, or to sell coke to the Company on special terms. Early in 1893 the Company proposed to reconstruct the Stratford Road line on the cable system, if the Corporation would grant them a twenty-five years lease ; but the Committee, while regretting to obstruct the abolition of the steam engine, could not advise the Council to exceed the usual period of twenty-one years. The application for a new Order was therefore withdrawn. The next year witnessed the first ominous introduction of Overhead Wires—a term that was fated to rival Home Rule and Religious Instruction as a begetter of strife—into our municipal debates. The Council had already so far recognised the probability that the tramcars would ultimately be driven by electricity conducted by wires, that it had joined other Corporations in resisting the attempt of the telephone companies to secure, by clauses in their Private Acts, privileges that might have interfered with the right of Corporations to lay down electric wires for tramway traction. Encouraged by the success of the overhead

CHAP. IV.

—
First
Experiment
in Electric
Traction.

Refusal of
more favour-
able Terms
to the Central
Company.

Permission of
Overhead
Wires (Bristol
Road)
Refused.

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Permission of
Overhead
Wires
(Nechells)
Granted.

wire system in Walsall, the Company asked leave to adopt the system on the Bristol Road route. But, on the 3rd of July, 1894, the Public Works Committee, after an inspection of the Walsall tramways, reported unfavourably to the Council ; and the project was dropped. It was revived next year by a similar application in respect of the Nechells route. By this time the system had been adopted on a large scale in Dublin, Bristol, Leeds, and other towns. Once more the Committee visited Walsall, and on this occasion brought back a more favourable impression, and recommended the Council to permit a six months trial of the system. In one respect the selection of the Nechells route was unfortunate, for on this line consent to the use of steam had always been refused on account of the narrowness of the streets ; the tramcars were drawn by horses ; and there was naturally less eagerness here than in other districts to give a trial to any experiment that might offer hope of deliverance from the steam engines. The local opposition was strong, and of the nine representatives of the three wards through which the line in question passed, seven voted against the recommendation. But the more general opinion, at this time, was that the experiment ought to be tried somewhere ; and, on the 4th of February, 1896, the proposal was accepted by the Council by thirty-six votes to fifteen. The objectors had suggested as an alternative a trial of the underground or conduit system, in which the electric wire is buried, like the cable, in a central tube or trough ; but the Committee reported that the cost of this method was prohibitive.

Transfer of
the Central
Tramways.

Thus in the first of a long series of battles the overhead wires scored an apparently decisive victory. Nevertheless the Nechells tramcars are drawn by horses to this day. Before the Company had made any use of the concession, a new proposal was made, which opened a welcome way of escape to the Company from its troublesome existence, and to the City, as was vainly hoped, from the incubus of the steam-trams. On the 7th of July, 1896, the Public Works Committee reported that Mr. William Mackenzie of Toronto and Mr. James Ross of Montreal, the president and vice-president of the Toronto and Montreal Street Railways Companies, asked the Corporation to assent to an assignment to them, and to a Company to be formed by them, of the leases

held by the Central Tramways Company, and also to grant to the new Company new leases for a fresh term of twenty-one years. Particulars of the lines in question, of a total length of 27 m., 34·7 ch., have been given on page 89. In the same report (Minute No. 17,078) will be found the full text of correspondence between the Town Clerk and Mr. R. Harding Milward, solicitor to the Canadian promoters, which resulted in an agreement, or apparent agreement, upon the terms and conditions on which the Committee should recommend the Council to accept the offer. As much mischief afterwards resulted from grave differences of opinion between the promoters and the Council as to the obligations they had respectively incurred, an exact statement of these terms is necessary. The most convenient way of securing precision seems to be to print here the text of a letter written by the Town Clerk to Mr. Milward on June 3rd, 1896, after some oral and other communications, and to insert between square brackets all the additions and provisos that were proposed and accepted in the course of subsequent negotiation.

CHAP. IV.
—
Application
for a longer
Lease.

“We understand your application to be:—(a) The transfer of the existing undertaking of the Central Tramways Company from that Company to your clients, and a Company to be formed by them; (b) the approval of the Council of the surrender of the existing leases, and the grant of new leases for a term of twenty-one years; (c) the approval of the Council to the discontinuance of the use of steam, horses, and of the electrical system now in use on the Bristol Road, and the substitution of some approved means of mechanical traction to be decided upon with the consent of the Council.

The
Provisional
Agreement.

“The Committee understand that if the Council accept the principle involved in this application, your clients are prepared to accept the following conditions:—(1) To pay off all outstanding balances of Sinking Fund, &c., against the Central Tramways Company. (2) To deposit such a sum, as evidence of *bona fides* and security for fulfilment of lease, as the Corporation may reasonably require. (3) To construct any new lines or alterations of lines that may be approved of by Corporation, and authorised by Parliament, to satisfaction of Corporation; or to pay cost of same if Corporation shall determine to construct same. (4) To

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—

adopt such motive power or mode of traction in lieu of the present horse, steam, or electrical power" [on the existing tramways, and to adopt such motive power or mode of traction on any new tramways to be constructed by or for them], "as Corporation may approve. (5) To pay a rental or wayleave at the rate of £185 per mile of single line per annum during term of lease. (6) On termination of lease the whole of the lines in the City, whether constructed by Corporation, or constructed or purchased by Syndicate, to become the absolute property of the Corporation, together with all posts, wires, cables, or other appliances used in connection with the Tramways, except rolling stock"; [provided that if the Corporation require the Syndicate to lay more than eight miles of single line of underground electric conduit out of the existing twenty-four or twenty-five miles of tramways, (exclusive of cable lines) leased to the Central Company, the Corporation will at the expiration of the lease pay the value of so much of such underground conduit as shall be in excess of such eight miles, less the estimated value at that time of a corresponding length of tramway if constructed on the overhead system.] "The Syndicate also to transfer all licenses, and allow Corporation to use all patents granted or belonging to Syndicate. (7) To reduce the long-distance fares, and to provide for halfpenny fares for short stages," [on such routes as the Corporation may reasonably require.] "(8) To maintain, repair, and renew the Tramways to satisfaction of Corporation, or, if Corporation shall themselves maintain, repair, and renew, Syndicate to pay cost as certified by City Surveyor. (9) To accept a lease on lines of existing leases, subject to foregoing alterations. (10) The existing Tramways in Corporation Street and Old Square to be removed if required by Corporation, and an alternative route, to be approved by Corporation, to be adopted. (11) To undertake not to employ their drivers, conductors, or other workmen more than ten hours a day."

Provision was also made for arbitration, on the basis of fair market value, in case of any dispute under the proviso inserted in the sixth clause. The tenth clause was resisted by the Syndicate; but the Committee declined to withdraw it, and it was ultimately accepted. It was further stipulated by the Town Clerk that, in

accepting the modification of the sixth clause, the Corporation were not to be understood to "pledge themselves to the approval of the overhead or underground or any particular system of traction." On the other side Mr. Milward asked for an understanding that "the maximum amount of underground electric conduit which would be required by the Corporation would not exceed ten miles." The Committee declined to make a definite pledge to this effect; they thought it probable that not more than ten miles would be required, and with this intimation Mr. Milward expressed himself satisfied. The Syndicate distinctly intimated that they "had only in view the adoption of either overhead or underground electricity."

CHAP. IV.
—
The Question
of Traction.

If the proposed new lease for twenty-one years had been executed it would have deferred to the year 1918, that is for eleven and seven years longer than the several existing leases, the reversion of the lines to the Corporation. The proposal was therefore open to objection from the point of view of those who desired that the Council should, at the earliest opportunity, own and manage the tramway undertaking. The Tramways Act does not enable municipalities to do this; but five Corporations, Leeds, Blackpool, Huddersfield, Plymouth, and Glasgow had sought and obtained the power by special legislation. Of these towns only Blackpool, where the conditions were quite exceptional, was at this time certainly making the business profitable. The Glasgow Corporation indeed, already claimed a profit; but their balance sheet had been severely criticised. The Committee therefore reported that, with so limited an experience of municipalisation, the probability that the Corporation would desire to take over the tramways at the end of the leases was too indefinite to justify the rejection of the advantages of the offer under consideration. Those advantages included the immediate abolition of steam, the reduction of fares, the reduction of working hours, and an immediate increased rental to the Corporation. These inducements prevailed; and the Report of the Committee was approved by the Council. An amendment, moved by Mr. Stembridge, declining to make any new agreement and instructing the General Purposes Committee to take the first steps towards municipalisation, was rejected by 33 votes to 23, and an amendment to defer the matter for further consideration by 41 votes to 14.

Municipalisa-
tion: the
Question
Raised.

CHAP. IV.
—
Bill Promoted
by the New
Company.

The new Company was immediately formed under the name of the City of Birmingham Tramways Company. It proceeded to promote a private Bill to be introduced in the session of 1897. The Bill made a considerable provision for the extension of the system. No entirely new routes to the suburbs were proposed; but some of the lines were to be prolonged beyond their present outward terminus and there were to be many junction lines connecting the several routes. As this work was never carried out it is unnecessary to give further details. Nor is it worth while to give an exact account of clauses in the Bill to which the Council took exception as being inconsistent with its established principles of control; for on these points the Company yielded. In general, the Corporation insisted on the application, subject only to modifications already conceded in the draft agreement, of the terms laid down in the Birmingham and Suburban Tramways Order, 1882, which had been carefully considered, and had served as a model order. It was, however, conceded that the caution-money deposited should be reduced from one-half the cost of construction, or nearly £70,000, to £10,000, on condition that the interest paid should be only the actual yield of the money when invested. On the 13th of February, 1897, the consent of the Corporation to the promotion of the Bill was given in exchange for an undertaking that, if the Company failed to come to an agreement with the Corporation, they would withdraw from the Bill all powers within the City.

Modes of
Traction :
Disagreement
between the
Company
and the
Corporation.

So far there was no beginning of strife. But when the question of the new modes of traction was discussed differences were engendered which rapidly developed into an acrimonious contention, and finally led to an indefinite postponement of those hopes of reform under the inspiration of which the Council had so eagerly and so trustfully welcomed the Canadian intervention. In pursuance of their promise to provide without delay a substitute for three of the four methods of traction in use, the Company submitted detailed plans of construction for underground conduits in the centre of the city and overhead wires on the more remote parts of the lines. It does not appear that the Committee had desired or expected anything better; but Dr. Hopkinson, of Manchester, who was called in to examine the plans and advise the Committee, reported unfavourably upon the proposed systems altogether.

He objected to the overhead system on account of the obtrusive apparatus of poles, brackets and wires, and to the underground conduit because of its great cost and the inconvenience of the open slot. He recommended a third system, in which the current is conveyed by underground conductors and communicated to the cars by metallic plates on the surface of the streets, thus dispensing both with the poles and visible wires, and with the elaborately constructed trough. This system was said to be more expensive than overhead wires, but considerably less expensive than the conduit. The Company, however, was advised by its Engineer, Mr. Pearson, and by other American experts, that this method was in its experimental stage, and was not hopefully regarded in America. The Committee was therefore in the position, so familiar and so perplexing to juries, of having to adjudicate upon the conflicting evidence and judgments of experts. To assist them in this difficult task they decided to send a deputation to examine the actual working of the surface-contact system at Paris. The deputation was asked to proceed also to Buda-Pesth, where a favourable example of the conduit system was to be seen in operation, and received a further roving commission to examine various electrical systems working in different towns in England and on the continent. This duty was entrusted to Alderman Cook, Alderman Hallam, Councillor Bissek, and Councillor Howard Lane, who were accompanied by the City Surveyor and the Superintendent of the Mechanical Department. Mr. Alderman Pollack, though not a member of the Committee, went with the deputation to give them the advantage of his special knowledge of continental towns and languages. After visiting Blackpool and Bristol, these gentlemen spent three weeks, in March, 1897, in travelling to Paris, Rouen, Brussels, Vienna, Buda-Pesth, Dresden, Berlin, Hamburg, and Bremen. They brought back with them a great store of information, and some very decided and unanimous opinions. The results of their enquiries and observations were fully communicated to the Council in a special Report. Here it is only necessary to mention the conclusions which directly affected the subsequent controversy. They reported upon five systems of mechanical, and five of electric, traction. They did not recommend the surface-contact system, which at this point disappears from

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The Surface
Contact
System
Suggested.

Examination
of Systems
Adopted in
European
Cities.

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The
Underground
Conduit
System
Recom-
mended.

history. Thus the original question which had suggested the journey was decided according to the judgment of Mr. Pearson and against that of Dr. Hopkinson. But the most important and unexpected result of the enquiry was that the travellers conceived, and communicated to their colleagues on the Committee, and subsequently to the majority of the Council, a strong aversion to the overhead wires, and an exclusive approval of the conduit system, which they had examined at Blackpool and at Buda-Pesth. The points of favourable comparison were : that the conduit system gave an equally efficient service ; that it did not disfigure the streets ; that it involved less risk of injury to gas and water pipes by electrolysis ; and that there was no sparking at the wheels.* As to the question of cost, which immediately became a chief contention between the Company and the Committee, it was alleged by the deputation, but denied by the advisers of the Company, that the cost of working the two systems was practically the same. It was admitted that the capital cost of constructing the conduit would be greater than that of the poles and overhead wires ; but the evidence bearing upon the difference was inconclusive and indeed contradictory. It was therefore suggested that guidance might be found in the known cost of the similar trough and slot used on the cable line. This had cost in Birmingham about £5,000 a mile for underground work ; and, in making the comparison between the two electric systems it was proper to deduct from the cost of the conduit that of the poles and brackets. It was therefore argued that the increased capital outlay would not be such as to make any material difference to the financial success of the Company. Subsequently Mr. Pritchard, C.E., having been called in to correct an estimate of the cost of the conduit made by the Company's engineers, and believed to be extravagant, advised that the cost of the eight miles in the centre, as originally proposed by the Company, would be £109,956, and that of the remaining twenty-nine miles £313,196. This calculation reduced the Company's estimate by more than £100,000 : it gives an average of nearly £11,500 a mile for conduit, rails, and incidental works.

* The example was cited of New York and of eight European cities, in which the authorities had forbidden, either absolutely or in the principal streets, the use, or at least the further extension, of the overhead system.

The report of the deputation was submitted to Dr. Hopkinson, who heartily agreed with its conclusions, and remarked that the greater cost of the conduit system, "though by no means negligible, was very small compared with the advantage gained in so populous and wealthy a city." The Company was naturally far less gratified, and indeed protested from the first with great vehemence. They were so unfortunately guided that they selected at the outset, and strove to maintain, a position that was hardly defensible, hinting at broken covenants, declaring that the report was at variance with the agreement on the faith of which they had purchased the undertaking, and peremptorily demanding a modification of terms, rather than appealing to equitable consideration. After much argument, the Committee closed the first stage of discussion by a written ultimatum, in which they finally refused consent to overhead wires, and required the Company either to reconstruct the tramways on the conduit system, or to propose for consideration some alternative scheme. It is indisputable that the Committee, acting for the Council, was well within its rights in making this requisition; for, in the fourth clause of the agreement, the Council had retained its statutory power of prohibiting any system of mechanical traction whatever, and therefore, in the extreme case, even of prescribing any one system by an exhaustive rejection of all the rest. Nevertheless, when it is remembered that in 1894 the Committee, reversing its verdict of 1893, had reported in favour of a trial of the overhead system; that at the same time it had declared the cost of the conduit system to be prohibitive; that it had given to the Company an intimation, if not a promise, that no more than ten miles of conduit would be required; and that, in December, 1896, the expert employed by the Committee had named the great cost of the conduit as a reason for preferring another system even for the eight miles to which the Company proposed to apply it,—it would be uncandid to affect surprise at the dismay with which the Directors were affected by the report. It is the more to be deplored that, instead of seeking conciliatory methods, they persisted in asserting imaginary rights which the Committee was bound to repudiate, and to rest their case on propositions which were effectively refuted by the Town Clerk. They even essayed to dispute the incontrovertible fact

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—
Refusal of
the Company
to Adopt
the Conduit
System :
Prolonged
Negotiations.

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—

that, if the negotiations should lead to no agreement, they would have no rights left except those that they had inherited from the Central Company. This was mere kicking against the pricks; for the draft agreement was inoperative until it was embodied in an Act of Parliament; their Bill was waste paper without the assent of the Council; and the assent of the Council had from the first been made contingent upon the settlement of the points now in dispute. The result of this indiscreet behaviour was that, when the Committee reported, it was the primary duty of the Council, instead of assisting in the search for some acceptable compromise, to assert with emphasis its rights as the Local Authority.

Abortive
Attempts to
Frame a
Compromise.

The negotiations were complicated by different calculations of the cost of the proposed works, and by conflicting reports from the engineers consulted on either side on other technical points. These matters do not admit of a brief summary; and it appears unnecessary to recapitulate them in detail. It will suffice to mention two proposals that were made by the Company, and rejected by the Committee, and an alternative proposal offered by way of compromise by the Committee, but not accepted by the Company. On the 7th of April the Company offered to lay down a complete conduit system on three conditions: (1) that the Corporation would pay the expense of moving the gas and water pipes disturbed, (2) that they would grant a forty-two years lease, or a covenant to renew the twenty-one years lease for a second term of equal length, and (3) that they would either purchase the undertaking at the end of the lease, or allow the Company to work it under terms similar to those provided in the Electric Lighting Act. The conditions of the second proposal of the Company, made on May 25th, were (1) that the new lease should run for thirty years (2) that the rental without wayleave should be a peppercorn for ten years, $2\frac{1}{2}$ per cent. of the gross earnings for the next ten, and five per cent. for the last ten years; (3) that the Corporation should, at the end of the lease, either grant a renewal or pay the value of the lines and plant as a working tramway, the terms in either case to be fixed by arbitration; and (4) that the Corporation would waive its claim to the outstanding balance of sinking-fund and other debts due from the old company. The

offer of the Committee, subject to the approval of the Council, was to grant a twenty-one years lease from January 1st, 1900 ; to charge no rent or wayleave for eleven years, two per cent. of the gross takings, with a minimum of £5,600, for five years, and five per cent. or a minimum of £12,000 for the last five years ; but to pay at the end of the lease only the sum specified in the proviso that was inserted in the sixth clause of the draft agreement. It was estimated that the present value of all the payments to be made by the Company to the Corporation, less that of the payment by the Corporation at the end of the lease, was, under the original proposal, £95,085, and under the new proposal, £20,357. The value of the concession was therefore £74,728. The Committee estimated the extra cost to the Company of the complete conduit system at a capital sum of £183,135. This proposal being rejected, the Committee declined further concessions, and ended the second stage of the negotiations, on the 14th of June, by calling upon the Company to withdraw their Bill. On the 29th of June the Council considered the report of the Committee, and approved its action by a unanimous vote.

After an interval of some months the Company resumed the attempt to come to terms by offering to make an experimental trial of the overhead system on the Sparkbrook and Small Heath lines. There was some discussion as to the conditions of this offer ; and it was intimated that no extension of the existing leases could be granted in consideration of this reconstruction. Ultimately the Committee resolved, by the casting vote of the chairman, to recommend the acceptance of the offer. But on the 4th of June, 1898, three days before the Council met to consider the report, Mr. Ross made to the Lord Mayor another and inconsistent proposal,—that the Council should determine, for the whole system, which of the two modes of traction, or what combination of both, should be adopted ; and that the Board of Trade should be asked to arbitrate on the terms. The recommendation of the former proposition was therefore excepted in the resolution approving the Report. It is improbable that the Committee or the Council would have accepted the arbitration of the Board of Trade. But the proposal was never taken into consideration, for negotiations were suddenly terminated by a disagreeable incident. On the

New
Proposals of
the Company.

Negotiations
Closed by
Order of the
Council.

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—

29th of April Mr. Ross, in a speech to the shareholders, had not only repeated statements which, in the opinion of the Council, had been refuted in the report of June 29th, 1897, but added an assertion that before the end of 1896 the Directors had already begun to spend money on preparations for the overhead construction, and that they had done so because they were "urged by members of the Committee to hurry this work." On being challenged, he persisted in the allegation; declined to name, except in confidence to the Lord Mayor and the Town Clerk, the members who had given the advice and implied permission; and escaped an easy refutation by correcting the date assigned to the verbal permission from a day subsequent to the consideration of Dr. Hopkinson's report to on or about the 17th of November,—that is, the day on which the Committee resolved to seek Dr. Hopkinson's advice. All the members of the Committee concurred in contradicting Mr. Ross's statement; and the larger assertion of which it formed part was apparently inconsistent with a letter written on February 18th, 1897, by Mr. Mackenzie to the Chairman, in which he remarked that, until the matters discussed before the Committee by Mr. Ross were settled, the Directors thought it would be premature to make any engagement for the purchase of rails. Mr. Ross's assertion introduced a new and distasteful element into the dispute; and the Council discussed the report in a mood of indignation. They were guided by resentment as well as judgment to a decision of great practical moment; for, out of five resolutions moved as riders to the approval of the report, they selected the most drastic, and, by 28 votes to 27, instructed the Committee not to re-open negotiations with the Company. The ultimate result of all this laborious diplomacy, of the journeyings of the deputation, and of the reports of the experts, was that the Company remained in possession only of the rights attaching to the remainders of the old leases, and that both the Company and the City were stripped of all the advantages promised in the original agreement. The steam-engines in the streets continued to offend the five senses of the inhabitants. The Corporation retained the power of withdrawing its consent to the use of steam; but, as matters stood, there was reason to fear that the exercise of this power might deprive the city of its tramway service altogether.

Another result of the shattered hopes was that, both within and without the Council, the opinion gained ground that the interest of the City would be best served if the Corporation should assume the ownership and management of the tramway undertaking. By the year 1899 the tramways had been wholly municipalised in Glasgow, Leeds, Liverpool, Nottingham and Sheffield, and partly in Bradford,—that is, in six of the sixteen towns whose population exceeded 200,000. On the 7th of March in this year the Public Works Committee, after mature deliberation, presented a report in which they advised the Council to work all the tramways within the City at the expiration of the leases, and also to exercise, at the time appointed by statute, the power of compulsory purchase in respect of the lines in Balsall Heath, which, as they lay beyond the original municipal boundary, were not yet the property of the Corporation. It was not proposed to make any attempt to buy the Companies out before the expiration of the leases, for this course would have burdened the undertaking with an excessive capital outlay. The lessons taught by bitter experience had been well learned. Less than three years before a similar suggestion had been defeated by 33 votes to 23. Now the recommendation of the Committee was carried with but one dissident.

The financial history of the tram lines, so far as the Corporation Finance. is concerned, is summarised in the following table.

FINANCIAL YEAR.	Received on account of Tramways.	PAID.			Capital outlay to end of year.	Debt outstanding at end of year.
		Repairs and Maintenance.	Interest and Repayment.	Total.		
	£	£	£	£	£	£
1885	8,862	1,145	10,329	11,475	182,911	159,240
1886	10,794	1,298	11,569	12,867	198,736	168,969
1887	10,744	1,456	12,551	14,007	206,180	169,950
1888	11,758	2,423	11,793	14,216	209,470	166,775
1889	12,370	4,499	12,428	16,927	226,188	176,493
Jan.-Mar.						
1890	1,069	1,810	18	1,828	228,885	179,190
1890-1 ...	13,144	6,637	12,748	19,385	228,888	172,478
1891-2 ...	23,630	7,513	13,559	21,072	228,888	164,827
1892-3 ...	18,111	8,169	13,024	21,193	228,888	157,407
1893-4 ...	20,088	11,894	12,776	24,670	228,888	150,086
1894-5 ...	23,234	11,897	12,574	24,471	228,888	142,666
1895-6 ...	24,320	14,732	12,296	27,028	228,888	135,296
1896-7 ...	24,108	14,549	12,166	26,715	228,888	127,926
1897-8 ...	23,751	16,633	11,957	28,590	228,888	120,556
1898-9 ...	25,208	16,318	12,064	28,382	228,888	112,852
1899-1900	20,844	12,305	11,561	23,866	228,888	105,482

CHAPTER V.

THE DEPARTMENT OF PUBLIC HEALTH,

- I.—THE CITY HOSPITALS : SMALLPOX AND SCARLET FEVER.
 - II.—SANITARY LEGISLATION AND INSPECTION.
 - III.—THE INTERCEPTION DEPARTMENT.
 - IV.—VITAL STATISTICS.
 - V.—COST OF THE DEPARTMENT.
-

Chairman of the Health Committee.

1884–1899.—WILLIAM COOK.

I.—THE CITY HOSPITALS : SMALLPOX AND SCARLET FEVER.

CHAP. V.
Section I.

The Scarlet
Fever
Hospital.

THE establishment in 1874 of a municipal hospital for the treatment of smallpox and scarlet fever, and the earlier development of this institution, have been briefly related in the second volume of this work (pp. 102–4). We have now to record the very important extensions of this part of the work of the Health Committee which have been effected since the year 1884. The scarlet fever hospital has grown rapidly in public favour as the inhabitants of the City have become more fully aware of the advantages offered, and of the striking difference in the rate of mortality in cases treated at the hospital and at the homes of the patients. In the year 1890, for example, when scarlet fever was epidemic, the death-rate in the hospitals was 6·4 per cent., but 9·7

(or fifty per cent. higher) among cases treated privately. The cases sent to the hospital in the four years from 1882 to 1885, were only fourteen per cent. of the total number reported. In the four years from 1886 to 1889 this percentage rose to seventy, and in 1890-1893 to eighty-three. In the years 1893 and 1894 a serious outbreak of smallpox, by which the resources of the department were gravely overtaxed, induced the Council to provide a new hospital for the treatment of this disease. Before giving a detailed account of these extensions, it will be convenient to exhibit the statistics by which they are justified. The following table shows the number of cases admitted to the hospitals in each year. The statistics for the years 1875 to 1884 have been given in vol. ii., p. 104.

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Section 1.

Smallpox
Hospital.

YEAR.	CASES ADMITTED.		DEATHS.	
	Smallpox.	Scarlet Fever.	Smallpox.	Scarlet Fever.
1885	86	206	11	8
1886	2	894	—	17
1887	10	484	2	22
1888	18	530	—	23
1889	—	1,814	—	112
1890	—	2,504	—	172
1891	48	1,280	6	71
1892	29	1,188	—	59
1893	974	1,342	74	55
1894	2,131	1,544	162	61
1895	100	2,614	5	113
1896	14*	2,774	4	134
1897	—	1,649	—	79
1898	—	1,084	—	41
1899	—	1,053	—	29
Total	3,412	20,310	264	996

Hospital
Statistics.

* Treated at the Aston Hospital.

The average death-rate for smallpox was thus 7·7, and for scarlet fever 4·9 per cent. It will be observed that there has been an improvement in the scarlet fever death-rate. It was 6·1 per cent. in 1889 and 6·8 in 1890 ; but during the next serious outbreak it fell to 4·3 in 1895 and 4·8 in 1895. These figures compare very favourably with the death-rate of 11·58 for the years 1875 to 1882 inclusive (ii., 104).

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Section 1.

Vaccination.

The statistics bearing on the question of vaccination for the two epidemic smallpox years, 1893 and 1894, are as follows :—

	Number of Patients.	Deaths.	Mortality per cent.
Vaccinated	2,615	104	3·97
Unvaccinated	909	101	32·68
Vaccination doubtful	110	23	20·91
Total	3,034	228*	7·5

* The slight discrepancy between this total and the number of deaths, as given in the above table, is due to the omission of deaths that occurred in the Hospital from causes other than smallpox.

The death-rates for the period 1875–1882 had been (ii., 104) vaccinated 10·81, unvaccinated 52·38.*

In 1893 there was no case of smallpox among persons recently re-vaccinated, except where the infection had been taken before re-vaccination. None of the 101 persons employed at the hospital, all of whom had been re-vaccinated, took the infection. In 1894 it was reported that no death had occurred among vaccinated patients under fifteen years of age.

It has already been recorded (ii., 103) that in 1884 the Council authorised the erection of a new scarlet fever hospital at Winson Green, with the intention of reserving the older building for smallpox patients only. The authorised expenditure was £28,500 for the building, or £33,000 including the cost of the land already bought for the purpose from the Lunatic Asylums Committee. This scheme was partially carried out in 1885. The new building was large enough to accommodate 90 patients (the complete scheme having been for 214), and the cost, including the £4,500 paid for the site, was £17,000, leaving £16,000 of the sanction still unexpended. A small addition was made, at a cost of about £1,500, in 1888, by the erection of an isolation or quarantine ward for patients sent to the hospital but not certainly known to be suffering from scarlet fever. In 1889 the sudden increase in the demands

* The trustworthiness of these statistics is called in question by opponents of vaccination, without direct evidence, but on the ground that, before the introduction of vaccination, the recorded mortality of smallpox was only 17 or 18 per cent.; so high a rate as 83 in unvaccinated cases is therefore (it is argued) incredible. (Mr. Councillor Osler's speech, March 19th, 1895.)

Extensions
of the
Hospitals at
Winson
Green.

made on the hospital was met by the erection of five temporary wooden pavilions, holding 200 beds, at a cost of £3,591. The Lunatic Asylum lent a piece of land of about $3\frac{1}{4}$ acres in extent for this purpose. The land was ultimately purchased in 1892 at a cost of £3,218 15s. 0d., or £1,000 an acre, and a boundary wall built.

So far the cost of the hospital had been £18,393, or £14,607 less than the amount authorised in 1884. This total did not include the £3,743, separately borrowed, for land and wall, and there had been a further expenditure on revenue account of £6,252. On the 31st of July, 1894, the Committee obtained the consent of the Council for a large and permanent extension of the hospital, at an estimated cost of £38,000, or £23,400 more than the unexpended balance of the original sanction. It had become necessary to remove some of the temporary wooden buildings, thus reducing the number of beds to 120. The lowest possible estimate of the accommodation required was 300 beds. The new scheme included a large administrative block, with rooms for three medical officers and a matron, 93 bedrooms for nurses and servants, store-rooms, dispensary, and other rooms; two convalescent pavilions of 80 beds each, an isolation ward, a receiving and discharging block, and a large laundry. The convalescent ward was to take the place of a building that had for some years been lent for this purpose by the Guardians, but which was now required as a test house. In addition to the new accommodation so provided, the removal of the smallpox hospital to Little Bromwich set free about 100 more beds in the Western Road Branch of the Winson Green Hospital on the other side of the canal. The latter building was, however, abandoned in 1899. It stood on land belonging to the Guardians, the buildings were of wood and were rapidly wearing out, and the Guardians were unable to grant such an extension of the lease as would justify the erection of permanent buildings.

The Lodge Road extension was completed, at a cost within the estimate, in 1896, and in May of that year the test house was surrendered to the Guardians. The total cost of the Scarlet Fever Hospital from first to last has been £59,897. It now provides permanent accommodation for at least 300 patients.

Cost of the
Scarlet Fever
Hospital.

The smallpox epidemic of 1893-4 revealed the inadequacy

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Section 1.The City
Hospital,
Little
Bromwich.

of the Western Road Hospital. It was necessary to resort to many temporary expedients. A house was rented; another building was borrowed from the Guardians; and patients were lodged in hastily-built wooden pavilions, and even in a tent. It was apparent that a hospital of larger size and of a more permanent character was urgently required. Experience had shown that permanent buildings were ultimately less expensive than wooden sheds. There were grave disadvantages in the position of the Smallpox Hospital in a thickly populated district, and in its proximity to the Scarlet Fever Hospital. The Health Committee, therefore, in the summer of 1893, acquired a site of 23 acres in Yardley Road, at a distance of three miles from the centre of the City. They took the unusual course of making this purchase without first obtaining the authority of the Council. This action was defended on the plea of urgency, and was approved, though not without severe criticism. The cost of the site was £4,975. The plans for the new hospital were prepared by Mr. W. H. Ward, who had been the architect of the Workhouse Infirmary. They include ten pavilions of 24 beds each, a nurses' home, an administration block, and other accommodations. It was not proposed to erect at first the whole of the hospital as designed. Of the ten pavilions only four have as yet been built; and the nurses' home has also been omitted, the nurses being lodged in the administrative block. The building was completed early in 1895. It will hold 102 patients, with 2,500 cubic feet of space for each. The total cost, including the site, and a boundary wall which cost £3,700, was £48,978. Of this amount £46,796 was borrowed, and the remainder provided from income account. In the absence of smallpox cases the hospital has been used for convalescent scarlet fever patients.

Diphtheria.

The municipal provision for the treatment of infectious diseases in hospital is still restricted to smallpox and scarlet fever. The Health Committee was urged to provide a separate hospital for the isolation and treatment of cases of diphtheria, in 1894, by the authorities of the General Hospital (who had resolved, on the advice of their medical officers, to exclude all cases of this disease, except those requiring the operation of tracheotomy), and again in 1897, by a conference of medical practitioners, convened by the Committee to consider the best methods of preventing the

spread of the infection. The Committee, however, declined to undertake the suggested addition to their responsibility. The conference resolved that there was sufficient evidence in favour of the anti-toxic treatment, which had been employed with good results in the municipal hospital in cases where diphtheria occurred as a complication of scarlet fever ; and invited the Health Committee to provide facilities for the diagnosis of doubtful cases. The Committee, therefore, decided to supply the serum for the anti-toxic treatment free of cost to all patients in the City, and to bear the cost of the bacteriological examination of the secretions of patients suspected of diphtheria by contributing £100 annually to the salary of the bacteriologist at Mason College, as well as a fee of 2s. 6d. in respect of every case examined. The adoption of these methods was immediately followed by a small but appreciable reduction in the death-rate of the disease.

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Section 1.

II.—SANITARY LEGISLATION AND INSPECTION.

The powers and responsibility of the Health Committee, of which an account has been given in the second volume (pp. 95 ff.), have been largely increased since 1884 by Acts of Parliament, the administration of which has been delegated to the Committee by the Council.

New Acts of
Parliament.

The *Margarine Act*, 1887, provided that all substances prepared in imitation of butter should be sold only under the name of "margarine," and that this name should be legibly marked on all packages containing such substances. This Act is carried out by the Health Inspectors in the same manner as the Sale of Foods and Drugs Acts, 1875 and 1879 ; and in the statistics of the Committee prosecutions and other proceedings under these Acts are classified together.

The *Infectious Diseases (Notification) Act*, 1889, empowered the Local Authority to require the notification to the Medical Officer of Health of any case of infectious sickness, both by the head of the family in which the sickness occurred, or, in his absence, by other persons specified in the Act, and also by the medical practitioner

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Section 2.

attending the case. The Act was not obligatory* ; but the Council, having received testimony in favour of the system of dual notification from towns that already possessed the power under local Acts, adopted the Act from the 20th of January, 1890.

The *Public Health Acts (Amendment) Act*, 1890, extended to all municipalities certain powers which had been commonly granted by local Acts. Most of these powers were already exercised by the Corporation under the Consolidation Act.

The *Infectious Diseases (Prevention) Act*, 1890, an adoptive Act, conferred powers for the prohibition of the supply of milk from infected dairies ; for the compulsory cleansing and disinfection of premises, bedding, and clothing ; for the removal and burial of the bodies of persons dying of any infectious disease ; for the detention in infectious hospitals of convalescents who had no suitable lodging ; and for the provision of shelter for families compelled to leave houses that were to be disinfected. Some of these powers had already been acquired by the Consolidation Act. The Act was adopted on the 3rd of February, 1891.

Housing Acts.

The *Housing of the Working Classes Act*, 1890, re-enacted and consolidated, with some important additions, the provisions of several earlier Acts. The first part of the Act consolidated and amended the Artisans and Labourers Dwellings Acts. The powers granted by this part were delegated to the Improvement Committee. The second part of the Act re-enacted and created powers for the closing and demolition of dwellings unfit for habitation, for the destruction of obstructive buildings and the acquisition of their sites ; and for improvement schemes on areas smaller than those dealt with under the Artisans Dwellings Acts. It enabled the Authority to serve notices upon owners, requiring them to put dwelling houses into habitable condition, and in default to obtain closing orders from the Justices. The third part of the Act consolidated the Acts, commonly known as the "Shaftesbury Acts," which provided for the inspection and sanitation of working-class lodging houses.

The *Housing of the Working Classes Act*, 1894, merely removed doubts as to the power to borrow money for the purposes of the Act of 1890.

* By a later Act (1899) this Act was made obligatory in all Urban, Rural and Port Sanitary Districts from January 1st, 1900.

The new powers conferred by the Act of 1890 were more drastic than the similar powers already exercised under the Public Health Act of 1875; but use has been made of both Acts concurrently in the operations of the Department. This part of the work of the Committee was largely increased by the extension of the City in 1891, which brought under inspection many houses built under less stringent bye-laws than those enforced by the Public Works Department. The following table summarises the work done under the Acts of 1875 and 1890, in the years 1894 to 1899. It will be observed that most of the houses dealt with have been closed, demolished, or repaired, after notice served, without recourse to legal proceedings.

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—
Operations
under
Housing Acts.

YEAR.	UNDER HOUSING ACT OF 1890.				UNDER ACT OF 1875.	
	Houses Demolished.	Houses Closed.	Houses made Habitable.	Justices' Orders.	Houses Closed.	Houses Demolished.
1894.....	—	52	—	—	111	—
1895.....	—	52	5	—	6	—
1896.....	19	28	33	20	10	—
1897.....	45	36	10	38	20	—
1898.....	2	26	31	—	46	7
1899.....	—	12	45	4	119	18

The Committee have been embarrassed in their operations under these Acts by the consciousness that the inconsiderate destruction of dwellings may create new evils, unless provision is made for the accommodation of the dishoused occupiers. In 1898 they called attention to the large number of workmen's houses that had been destroyed for street improvements and other public works, and had not been replaced. "The demolition of insanitary houses," said the Chairman, "leads to overcrowding. The Coroner lately said that one-fourth of the working men's houses ought to be destroyed. But if we destroy we must be prepared to build." This branch of the housing question will be considered in the chapter that deals with the work of the Improvement Committee.

The *Factory and Workshop Act*, 1891, imposed new duties upon Sanitary Authorities in regard to the sanitary condition of workshops, and gave them powers for the prohibition of overcrowding, for ordering workshops to be limewashed, and for

Factory and
Workshops
Act.

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securing cleanliness and good ventilation. This Act was supplemented by the *Factory and Workshop Act*, 1895, which defined overcrowding by insisting upon 250 cubic feet of space for each person; enabled a court of summary jurisdiction to order the closing of an unhealthy or dangerous workshop; and empowered an Inspector to take proceedings under the earlier Act, in any case in which the Authority should fail to act within one month of receiving his report. It also made special provision for the supervision of bakehouses and of laundries.

Inspection of
Workshops.

As soon as the Act of 1891 came into operation the Department began to compile a register of workshops, and an Assistant Inspector was appointed to control operations under the Act. The work accomplished is summarised in the following table. The remedies, of which the total number is given in the second column, include limewashing, disinfection, improvement of ventilation, the provision of sanitary appliances, the removal of ashpits and privies from unsuitable positions, and the like.

YEAR.	Visits of Inspectors.	Sanitary Defects Remedied.	Cases of Overcrowding dealt with.
1892	5,265	987	8
1893	4,744	1,004	8
1894	9,400	1,182	—
1895	8,911	1,146	5
1896	10,744	1,260	14
1897	9,537	1,146	10
1898	7,061	1,184	8
1899	10,704	2,109	24

Shop Hours
Act.

The *Shop Hours Act*, 1892, prohibited the employment of persons under 18 years of age in any shop for a longer time than 74 hours in a week, including meal-times. It compels shopkeepers to inform young persons in their employ of this regulation by exhibiting a notice. The Act was carelessly drawn, and was supplemented in 1893 by an Act providing for the payment of the expense of administration out of the borough rate; and in 1895 by an Act inflicting a penalty on shopkeepers who should fail to exhibit the notice. In the first year of the Act 126 cases of contravention were discovered by the Inspectors. But warning has generally

been found sufficient; and the only prosecutions under the Act were four in 1896, one in 1897, and one in 1899.

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Sanitation of
Courts and
Alleys.

In the year 1897 there was a sudden and alarming increase in the mortality from diarrhoea and enteritis, the number of deaths attributed to this cause being 1,444, against 898 in the previous year. In a special report the Medical Officer of Health called attention to three conditions prevalent in the courts that fostered the spread of this disease—the soaking with filth of the unpaved areas, the accumulation of excreta in unsuitable positions, and the stagnation of air in ill-constructed courts and houses. The remedies suggested were demolition, the abolition of the pan system, and the paving and scavenging of the courts. Notices were at once issued requiring paving in courts reported as insanitary; and, on the 1st of February, 1898, the Committee asked and received authority from the Council to take advantage of a clause in the Public Health Acts (Amendment) Act, under which an Urban Authority may cause the courts to be swept and cleansed and charge the expense to the occupiers. It was proposed to employ thirteen scavengers, who would deal with 300 courts every week. It was anticipated that there would be difficulty in recovering the cost of this work, and provision was made for an expenditure of £1,000 annually. This expectation was fortunately falsified. The work of cleansing was for the most part carried out by the tenants themselves, and the scavengers were employed in washing and deodorising the pan-prives at the expense of the Interception Department. In 1898 the whole of the expense incurred, except about five pounds, was collected from tenants. In the following year 2,519 cleansings of courts were carried out by the Corporation staff, chiefly by arrangement with owners and tenants, and without any expense to the Corporation. The mortality from diarrhoea and enteritis fell to 1,212 in 1898, but rose to 1,411 in 1899.

In 1899 a novel and important addition was made to the working staff of the department by the appointment of four women as Health Visitors. They were to work in the poorest and dirtiest parts of the city. Their duties were to promote personal and domestic cleanliness among the women of these districts by their influence and advice; to give instruction to mothers on the care and feeding of infants; to supply oral explanation of the leaflets

Female
Health
Visitors.

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Sanitary
Inspection.

on the causes and treatment of disease which were issued by the Committee; and to report overcrowding and nuisances to the Inspectors. It was hoped that they would be aided by the co-operation of voluntary workers. The Committee has reported favourably on the results of this experiment.

Such have been the most important new developments of the work of the Health Department during the period under review. The work that has been accomplished in the administration of earlier Sanitary Acts does not require any further description. It will be sufficient to give in a tabular form the chief statistics for the first and last years of the period and for two intermediate years. The most striking fact disclosed by this comparison is the great decrease in the number of prosecutions that have been necessary to secure the abatement of nuisances of various kinds.

	1885.	1890.	1895.	1899.
Nuisances abated and Sanitary Improvements made	16,997	21,342	19,187	17,990
Offenders summoned	45	57	9	1
Visits to Bakehouses.....	366	1,172	1,154	1,033
Visits to Dairies, Milkshops, and Cowsheds	1,661	3,382	6,664	6,539
Polluted Wells closed.....	219	—	8	13
Smoke Nuisance:				
Offenders prosecuted	87	93	43	35
Offenders cautioned	144	118	79	81
Common Lodging Houses:				
Houses on the Register	106	87	78	77
Visits to Lodging Houses by day.....	6,992	12,030	13,234	13,169
Visits to Lodging Houses by night ..	2,553	1,225	1,665	934
Canal Boat Acts: *				
Boats inspected	1,082	774	738	823
Notices of infringement issued.....	379	89	88	85
Prosecutions.....	7	1	—	—
Sale of Food and Drugs Acts and Margarine Act:				
Offenders prosecuted	38	16	37	105
Offenders cautioned	50	29	31	9

* The whole of the time of one Assistant Inspector has been given to work under the Canal Boats Acts, 1877 and 1884. The same Officer acts under the School Board for enforcing the educational provisions of the Acts. In his report for 1891-2, H.M. Chief Inspector remarked: "In Birmingham more has been done to secure the education of boat children than in any other place."

III.—THE INTERCEPTION DEPARTMENT.

Chairman of the Interception Sub-Committee :

1884–1899.—R. F. MARTINEAU.

The methods adopted in Birmingham for the interception and disposal of night-soil and domestic refuse have been fully described (ii., pp. 140 ff.). Since 1884 no important modifications of the system have been introduced ; but considerable additions have been made to the provision for burning refuse. In December, 1887, the Health Committee presented to the Council a report in which the economical results of this method of disposal were demonstrated. In 1886 the amount of refuse collected in carts had been 148,387 tons. With the exception of a little midden-manure that was carted to farms on the outskirts of the town, the whole of this refuse was conveyed to the five wharves in Montague Street, Shadwell Street, Rotton Park Street, Newtown Row, and Holliday Street. At the three first named wharves there was already provision for burning dry refuse ; but the greater part was loaded in canal boats, sold to farmers, if saleable, and, if not, carried to tips in the country. The cost of this carriage by canal had been nearly £800 for 492 boat loads. The weight of the rubbish could be reduced by burning by from 70 to 75 per cent., effecting a proportionate economy in the cost of haulage. Other economical considerations were that the tips, already difficult to obtain except at a long distance from the wharves, would last longer, and that the clinker yielded by the furnaces was sometimes saleable. It was therefore resolved to provide, at a cost of £2,650, four additional muffles at Montague Street, four at Holliday Street, and one at Newtown Row. The annual saving expected was about £500. In 1892 a further increase of the plant was authorised, and ten new muffles, burning 360 tons a week, were erected at Holliday Street at a cost of £2,591. About the same time the burning power of the furnaces was improved by forced draughts, with a large saving in fuel. In the year 1894-5 the cost of slack was only £60, while in the year 1891 it had been £933. Finally,

Further
Provision for
Burning
Refuse.

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in 1897 a vote of £12,510 was obtained for the erection of a large destructor of twelve cells at Montgomery Street, to consume the refuse collected from Sparkbrook, Small Heath, and Balsall Heath. By this time the amount of refuse to be dealt with exceeded 4,000 tons a week; and although forty-seven furnaces were at work, 700 tons were still conveyed every week to the tips. The steam power raised by this furnace is used for grinding the clinker. Machinery was provided for making concrete slabs of the ground clinker, the Public Works Department purchasing these slabs for paving at a price which yields a small profit.

Statistics.

The following statistics show a large increase in the proportion of the refuse collected that is treated by burning.

YEAR.	Refuse Collected.	Burned in Furnaces.	Poudrette made.
	Tons.	Tons.	Tons.
1890	155,252	45,825	767
1891	165,756	55,545	764
1892... ..	185,200	74,243	800
1893... ..	191,940	81,403	750
1894.....	192,085	86,634	685
1895.....	197,619	95,188	719
1896.....	199,588	93,703	659
1897.....	206,703	96,309	657
1898.....	208,597	97,867	631
1899.....	205,545	95,618	546

The following are further details of the treatment of the 208,597 tons collected in 1898.

	Tons.
Refuse sent to the tips	38,285
Refuse burned in furnaces	97,867
Mixed manure, ashpit manure, and market refuse sent to tips by boat, to fields by cart, or sent away by rail to order	71,429
Brick ends to tips	676
Glass sold	17
Scrap tin and galvanised iron sold	323
	<u>208 597</u>

Poudrette.

In 1895 an enquiry was made into the cost of the manufacture of poudrette, a dry manure made out of the night-soil. It was found that the sale of this product during five years had yielded an average annual profit of £545.

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Wages.

Some addition has been made to the expenditure of this department by concessions to the workmen in accordance with the general improvement in the remuneration of unskilled labour. In 1890 the Committee considered and rejected a suggestion made by the Trades Council, who asked that the weekly hours of labour should be reduced to forty-eight; but at the same time they raised by 2s. the maximum weekly wages of the night-soil drivers, ash-vanmen, and machine men. In 1896 the system of three eight-hours shifts was applied to the work of the engineers and stokers employed at the wharves, and their hours of work consequently reduced from 59½ to 48 a week. In 1897 the wages of carters receiving not more than 24s. a week were raised by 1s., and their hours of work re-arranged so as to bring the average down to fifty-four hours a week.

Discipline.

The discipline of a department which employs a large number of men working by night and in all parts of the city must always present difficulties requiring discreet as well as resolute treatment. As early as the year 1882 the Interception Sub-Committee, having received complaints of arbitrary treatment of the vanmen by the Superintendent, Mr. Wilkinson, had passed a resolution empowering Mr. Wilkinson to suspend, but not to discharge on his own authority, men with whom he was dissatisfied. In 1889 it was thought necessary to repeat this resolution. In October, 1889, a resolution calling upon the Health Committee to enquire into the relations between the Superintendent and the workmen was moved in the Council, but was rejected by a large majority. Shortly afterwards Mr. Wilkinson tendered his resignation. It was understood that he was dissatisfied with the support given to him in his efforts to maintain discipline; and allegations, injurious to the Committee, and based in part upon communications made by Mr. Wilkinson to journalists while still in the service of the Committee, appeared in the press, and were eagerly discussed. When, therefore, on the 15th of July, 1890, the Chairman of the Health Committee moved the acceptance of Mr. Wilkinson's resignation, an amendment was moved calling for "an independent investigation of the charges against the Committee in the public press." In the course of the ensuing debate Mr. Councillor Towler made himself responsible for specific charges, which were described as "affecting

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Charges
Against the
Committee.

Investigated
and
Disproved.

the capacity, the honour, and even the honesty, of the Committee." A second amendment was therefore moved, and unanimously adopted, by which Mr. Towler was requested to state his charges in writing, and the Committee was instructed to investigate them and report to the Council. Although this instruction did not require an independent investigation, the Committee at once invited the Mayor, Mr. Clayton, to conduct an enquiry with the assistance of members of the Council chosen by himself. The assessors chosen by the Mayor were Aldermen Lloyd and Pollack, and Councillors Beale and Wilders. The enquiry, which lasted for several days, was public, and the evidence was reported in the newspapers. In addition to the charges made by Mr. Towler, further allegations, made by Mr. Wilkinson in the course of his evidence, were fully investigated. It is not necessary to repeat the charges in detail. They are fully stated and discussed in the communication of the Mayor to the Council (Minute No. 15,401), and in the Report of the Health Committee (Minute No. 15,402), contained in the Proceedings of the Council for the 7th of October, 1890. It was alleged, with instances adduced, that the department had been commonly defrauded by vanmen, who were paid according to the number of pans collected and emptied; that the Committee had failed to support Mr. Wilkinson's efforts to check and punish this dishonesty; and that they had reinstated men dismissed by him for serious offences. There was also a suggestion of the motive of political partisanship. The Mayor and his assessors, after dealing with the charges in detail, added: "Bearing in mind that from 360 to 380 men are employed by the Department, the whole effect of the evidence is to negative any idea of general fraud prevailing among the men. In our opinion this general charge, together with the suggestion of want of integrity on the part of members of the Health Committee, has wholly failed, and ought not to have been made." After receiving this communication and the report of the Committee, the Council resolved without any dissentient (the members of the Committee and Mr. Towler alone not voting): "That this Council expresses its undiminished confidence in the members of the Health Committee, and its extreme regret that the unfounded charges preferred against them by Mr. Councillor Towler should ever have been made."

THE STABLE DEPARTMENT.

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Section 3.The Stable
Department.

The Health Committee takes charge of the Stable Department of the Corporation, in which all the horses belonging to the several Committees are kept under the charge of a Veterinary Superintendent, Mr. John Malcolm. This arrangement has been found to be advantageous and economical. In the following table the item of expenditure includes the provender, bedding, shoeing, and harness of the horses, and the wages of the stablemen.

YEAR.	Horses.	Expenditure.	Cost per horse per week.
		£	s. d.
1885.....	261	11,154	16 6½
1886.....	263	11,075	16 0½
1887.....	263	11,253	16 2½
1888.....	280	11,824	16 4½
1889.....	289	11,173	15 8
1890-1.....	289	11,900	15 10½
1891-2.....	322	14,000	17 8½
1892-3.....	346	15,814	18 2
1893-4.....	353	15,784	17 5
1894-5.....	374	14,664	15 10
1895-6.....	403	14,437	14 8
1896-7.....	408	14,358	13 11
1897-8.....	425	15,055	14 4½
1898-9.....	444	16,426	14 10½
1899-1900	461	17,885	15 10

The number of horses belonging to the several Committees in the first and last years of the period was as follows :—

	1885.	1899.
Health Committee	128	228
Public Works Committee	92	157
Gas Committee.....	26	29
Watch Committee	11	21
Water Committee.....	—	18
Markets and Fairs, and Baths and Parks	4	8
Total	261	461

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IV.—VITAL STATISTICS.

Births,
Deaths, and
Marriages.

The following table gives the estimated population of the borough or city in the middle of each year, and the number of births, deaths, and marriages in each year. The statistics from 1892 onwards are for the enlarged area. In 1890 and 1896 the returns are for a registration year of 53 years. In the other years 52 weeks only are counted.

YEAR.	Population.	Births.	Deaths.	Marriages.
1885	412,606	14,388	8,156	3,276
1886	415,440	14,282	8,499	3,462
1887	418,294	13,893	8,536	3,452
1888	421,167	13,673	7,835	3,634
1889	424,060	14,001	8,352	3,788
1890	426,973	14,076	9,561	4,140
1891	429,906	14,623	9,317	4,120
1892	483,526	16,026	9,642	4,322
1893	487,897	15,881	10,445	4,103
1894	492,301	15,505	8,946	4,241
1895	496,751	16,014	9,863	4,442
1896	501,241	16,582	10,405	5,024
1897	505,772	16,771	10,668	5,515
1898	510,343	17,289	9,936	5,321
1899	514,956	17,609	10,524	5,337

Comparison
of Actual and
Natural
Increase of
Population.

If the number of deaths registered each year be subtracted from the number of births, the difference represents the natural increase of the population by internal propagation. It will be interesting to show the total of such natural increase for the ten years between the census years 1881 and 1891, and compare it with the actual increase as ascertained from the census returns.

Year.	Natural Increase.
1881	6,931
1882	6,441
1883	5,987
1884	5,948
1885	6,227
1886	5,783
1887	5,357
1888	5,838
1889	5,649
1890	4,515
	<u>58,676</u>

Population at the census of 1891	429,171
Population at the census of 1881	400,774
Actual increase	<u>28,397</u>

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Thus the increase as calculated from the yearly excess of births over deaths is about double that determined by the census. If the improbable supposition that there was a large excess of emigration over immigration be dismissed, the difference between the results of these two calculations represents the number of persons who during the ten years in question moved from the borough into suburban dwellings outside the boundary.

This spreading of the population beyond the boundary also accounts for the very serious discrepancy between the estimated population for the years before the census of 1891, and the probable population in the same years as it may be calculated backwards from the result of that census. This error was due to the principle adopted by the Registrar-General of assuming that the rate of increase shown by the comparison of the censuses of 1871 and 1881 was being maintained. This fallacy might be easily corrected by anyone who watches the growth of the extra-municipal suburbs. It might be roughly checked by comparing the number of householders included year by year in the burgess roll. It is only apparently a paradox to say that, when a manufacturing town is built up to its boundary along the whole or a great part of the circumference, the growth of the town has a tendency to diminish the recorded population. The growth of the town means an enlargement of its trade; and the enlargement of trade means that a larger part of the area is occupied by factories and workshops, and consequently that a smaller part is available for dwelling-houses. It is proper to add that the Medical Officer of Health constantly called attention to this fallacy, and to its effect in making the calculated death-rate untrustworthy, in his annual reports to the Council. Dr. Hill has also repeatedly expressed the opinion that a quinquennial census is desirable in order that the calculated death-rate may be a trustworthy indication of the sanitary state of the city.

Cause of
Discrepancy.

Error in
Official
Estimate
of the
Population.

The population for the years 1885 to 1890 has been given in the above table according to the result of calculations made

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Section 4.Correctness
of the Birth
and Death
Rates.

backward from the 1891 census, not according to the estimate of the Registrar-General calculating forward from the 1881 census. For instance, in 1890, his estimate was 461,865. A comparison between this estimate and the actual population in 1891 will show how serious was the effect of this error in vitiating the calculation of the death-rate in the years earlier than 1891. The estimated population for 1891 was 469,003, or nearly 40,000 more than the real population. Large as this error was, it was exceeded in other towns. In Liverpool, for example, the discrepancy was about 100,000. It follows that in the earlier years of the period with which we are concerned, the annual death-rate had been much under-estimated. It is therefore necessary, in the tables exhibiting the rates per 1,000 of births, deaths and marriages, to treat the years 1885 to 1891 separately from the remaining years of the period, giving for each of these years the "recorded" rates, calculated on an erroneous estimate of the population, and the "corrected" rates, calculated on the more accurate estimate available after the census of 1891 had been taken. The distinction is also convenient as there is also a breach of continuity in the returns at this point because of the addition to the area of the city made at the end of 1891. The corrected rates in the first two of the three following tables are according to a calculation made by the Medical Officer after the census. As each marriage affects two persons the number of marriages is multiplied by two in the calculation of the marriage rate. The "large towns" rates are those for the towns selected by the Registrar-General; their number has been from time to time increased.

YEAR.	BIRTH-RATE.				MARRIAGE-RATE.		DEATH-RATE.			
	Birmingham.		Large Towns.		Birmingham.		Birmingham.		Large Towns.	
	Recorded	Corrected	Recorded	Corrected	Recorded	Corrected	Recorded	Corrected	Recorded	Corrected
1885...	33.6	34.9	33.4	34.0	15.8	15.9	19.1	19.8	20.4	20.8
1886...	32.9	34.4	32.9	33.8	15.9	16.7	19.6	20.5	20.7	21.3
1887...	31.5	33.2	32.2	33.3	15.7	16.5	19.4	20.4	20.6	21.3
1888...	30.5	32.5	31.2	32.5	16.2	17.3	17.5	18.6	19.0	19.8
1889...	30.8	33.0	31.0	32.3	16.7	17.7	18.4	19.7	19.0	19.8
1890...	29.9	32.3	29.9	31.3	17.9	19.4	20.3	22.0	21.2	22.2
1891...	34.0	34.0	32.5	32.5	19.2	19.2	21.7	21.7	22.3	22.3

YEAR.	BIRTH-RATE.		MARRIAGE-RATE.	DEATH-RATE.	
	Birmingham.	Large Towns.		Birmingham.	Large Towns.
1892.....	33·2	31·9	17·9	20·0	20·7
1893.....	32·6	31·9	16·9	21·5	21·6
1894.....	31·6	30·7	17·3	18·2	18·1
1895.....	32·3	31·3	17·9	19·9	20·7
1896.....	32·5	30·7	20·0	20·4	18·9
1897.....	33·2	30·7	21·9	21·1	19·1
1898.....	34·0	30·3	20·9	19·5	19·0
1899.....	34·3	30·2	20·8	20·5	20·2

The highest recorded birth-rate was 42·5 in 1876. From 1876 to 1890 it declined with remarkable regularity. It will be observed that, notwithstanding the marked falling away of the birth-rate, it has still been in every year larger than that of the large towns taken together. The Birth-rate.

Of the death-rate it must be remarked that during the first half of the period, it was slightly below, and during the latter half slightly above, the average of the large towns. The difference, if not very considerable, is unsatisfactory. The author of the second volume of this work was able to point with exultation to a persistent decline of the death-rate, attributable to sanitary improvements effected by the municipality. The following comparison of quinquennial averages shows that, while there has been no serious retrogression, the improvement has not been continued. The Death-rate.

	Average Death-rate.
1865-1869	24·6
1870-1874	24·5
1875-1879	23·9
1880-1884	20·8
1885-1889	19·8
1890-1894	20·7
1895-1899	20·3

In comparing the death-rate of Birmingham with other large towns a remark frequently made by the Medical Officer should be borne in mind,—that Birmingham possesses natural sanitary advantages in its high elevation, its undulating site, and its porous sub-soil of gravel or sandstone. It is therefore suggested that,

Sanitary
Advantage of
Birmingham.

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Section 4.Effect of
Migration to
the Suburbs.

given equality of artificial sanitary conditions, a mortality lower than the average of towns may reasonably be expected. The financial statistics given in the next section of this chapter will prove abundantly that any failure to realise this expectation is not attributable to niggardliness in sanitary administration. Indeed the expenditure of the Health Department has increased nearly four times as fast as the population. It is evident that there are causes in operation which tend to neutralise the effect of administrative improvements. One cause that affects the health-returns unfavourably may be found in that migration beyond the municipal boundary the effect of which on the population has already been demonstrated. So far as that is a migration of the wage-earning class, it is a migration of the more temperate and self-respecting section of that class. Men earning good and regular wages, and leading wholesome and orderly lives, are constantly carrying outside the city their capacity for improving the statistics of health and mortality; while the idle, careless, and uncleanly, who live in wilful or ignorant resistance to sanitary regulations and the laws of health, remain in the city and help to raise the death-rate.

Death-rates
of the
Wards.

The three wards which always contribute most largely to a high death-rate are Saint Mary's, Saint Bartholomew's, and Saint Stephen's. The death-rates of the several wards in the last six years of the period were as follows.

	Average 1894-98.	1899.
Saint Bartholomew's.....	26.0	27.1
Saint Stephen's	25.8	25.6
Saint Mary's.....	25.3	29.7
Deritend	23.7	23.1
Saint George's.....	23.5	22.3
Duddeston	22.7	20.4
Nechells	21.9	21.7
Saint Thomas's	20.2	21.8
Saint Martin's	19.5	19.6
Ladywood	19.2	18.6
All Saints'	18.9	16.1
Saint Paul's.....	18.8	21.7
Market Hall	18.0	16.4
Rotton Park	17.6	16.8
Saltley	17.1	18.0
Bordesley	16.5	14.6
Balsall Heath	16.1	16.0
Edgbaston and Harborne.....	14.9	13.0

At the end of the year 1897 a return was obtained of the population, the number of houses, and the sanitary condition of the several streets. It was found that 42,000 houses out of a total of 105,000 were without through ventilation. The effect of this insanitary condition on the death-rate is strikingly shown in the following summary of the condition of the streets in the three wards noted above as heading the death-rate tables.

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Influence of
Sanitary
Conditions
on the
Death-rate.

Number of Streets.	Death-rate.	Percentage of Houses without Through Ventilation.	Percentage of Houses Rented at 3s. 6d. a week and under.
6	Under 20	38	13
25	20 to 25	50	20
25	25 to 30	55	34
21	30 to 35	62	39
14	Over 35	65	54

ZYMOTIC MORTALITY.

It is satisfactory to notice that the decline in the death-rate from zymotic diseases has been fully maintained. The table given in vol. ii., p. 120, shows that the zymotic mortality per 1,000 in the twelve years from 1873 to 1884 was: 5·6, 7·3, 5·9, 3·6, 4·2, 6·3, 3·2, 3·4, 2·8, 3·5, 3·2, 4·0.* Since 1884 there has been no approach to the highest of these rates. In the twelve years from 1873 to 1884 the zymotic death-rate only once fell below 3·0. In the fifteen years from 1885 to 1899 it exceeded 3·0 five times only.† The following table gives the number of deaths from the chief zymotic diseases both for the old area of the city and for the enlarged area. It should be compared with the similar table for 1873-1884 already given (ii., 121). The most striking and satisfactory fact disclosed by the comparison is the great decline in the mortality from scarlet fever. In the twelve years from 1873 to 1884 the deaths fell below 200 in three years only. Since 1884, notwith-

Decline in
the Zymotic
Death-rate.

Zymotic
Statistics.

* The last three figures are corrected.

† It should however be observed that of late years many deaths which would formerly have been attributed to diarrhoea, have been registered as due to enteritis, and consequently not counted in the zymotic mortality.

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Section 4.

standing the increase of the population and of the area, it has only once exceeded 200. The average for the twelve years was 361, for the fifteen years 85. The total mortality from smallpox in the twelve years was 1,148, with a maximum in 1874 of 637. The total for the fifteen years was 274, with a maximum of 171. On the other hand the number of deaths from diphtheria has increased; until 1895 it had not exceeded 100 since 1873, when it was 107.

YEAR.	Measles.	Scarlet Fever.	Diphtheria.	Membranous Croup.	Whooping Cough.	Fever (chiefly Typhoid)	Diarrhoea.	Small-pox.	Zymotic Death-rate.
OLD AREA.									
1885	119	31	46	—	253	77	338	12	2.1
1886	383	89	73	—	94	65	729	—	3.8
1887	237	84	56	—	379	78	550	2	3.2
1888	191	40	40	—	235	64	305	—	2.1
1889	197	156	50	—	279	44	465	—	2.8
1890	329	209	61	—	203	61	434	—	3.0
1891	105	91	88	—	284	78	320	7	2.1
ENLARGED AREA.									
1886	402	42	80	—	99	69	770	—	—
1887	251	37	67	—	403	85	579	2	—
1888	202	40	48	—	248	69	317	—	—
1889	214	162	59	—	297	49	489	—	—
1890	354	218	66	—	224	66	463	—	—
1891	107	95	43	—	303	81	340	7	—
1892	340	68	67	35	285	41	443	—	2.7
1893	48	68	43	40	321	102	828	70	3.1
1894	316	75	50	41	219	109	256	171	2.5
1895	133	133	163	51	173	84	605	8	2.7
1896	310	154	246	47	386	110	589	4	3.6
1897	414	95	190	30	227	90	923	—	3.8
1898	182	47	114	18	256	115	668	—	2.8
1899	196	29	118	29	168	119	831	—	2.9

DISEASES OTHER THAN ZYMOTIC.

Statistics of
Non-zymotic
Mortality.

The following table shows the number of deaths attributed to accident or negligence, and to certain non-zymotic diseases. (Compare ii., p. 124.)

YEAR.	Cancer.	Phthisis.	Other Tuber- cular Diseases	Bronchitis, Pneumonia, and Pleurisy.	Diseases of the Nervous System.	Diseases of the Heart.	Diseases of the Digestive System.	Accident or Negligence.
1891 ...	324	815	266	2,469	902	678	570	356
1892 ...	293	716	265	2,100	864	684	597	292
1893 ...	313	775	270	2,188	915	584	712	296
1894 ...	303	630	229	1,811	861	586	582	280
1895 ...	332	718	287	1,770	931	613	772	329
1896 ...	346	694	258	1,838	989	628	828	279
1897 ...	376	679	258	1,870	939	641	1,027	326
1898 ...	342	718	236	1,626	963	674	1,021	327
1899 ...	386	841	237	1,831	1,013	631	1,053	331

INFANT MORTALITY.

The total number of children who died before reaching the age of one year was as follows. These statistics are for the enlarged area. Infant Mortality.

Year.		Deaths to every 1,000 Births.
1886	2,712	174
1887	2,670	174
1888	2,393	152
1889	2,579	168
1890	2,798	181
1891	2,673	165
1892	2,664	166
1893	3,146	198
1894	2,539	164
1895	2,910	182
1896	3,265	197
1897	3,594	214
1898	3,287	190
1899	3,398	193

In the year 1893 a special report on Infant Mortality was prepared and presented by the Health Committee, in pursuance of a resolution of the Council. It contains some statistics and inferences of permanent interest. In the year 1891 the number of children dying (in the old city) under the age of one year was 171 to every thousand born. This rate per thousand was found to vary considerably in the different wards of the city. It was highest (240) in Market Hall Ward, the central district, and lowest (119) in Edgbaston and Harborne Ward, a district largely inhabited by the well-to-do classes. There was no proof that Birmingham was in Report (1893)
on Infant
Mortality.

a worse condition in this respect than other comparable towns. The infant-mortality rate, though lower in London (154), was higher in Manchester (192), in Liverpool (188), and in Leeds (177). In fifteen out of twenty-eight large towns it was higher than in Birmingham. It had varied in Birmingham from a maximum of 196 in 1875 to a minimum of 150 in 1879 and 1881.

The important inference that in Birmingham, as in London, the improvements in the sanitary condition of the city, which have had a marked effect on the general death-rate, have yet failed to reduce the infantile mortality was established by the following comparison :—

INFANT DEATH-RATE.				DEATH-RATE.		
	Birmingham	London.	England.	Birmingham	London.	England.
1878—1881	169	155	146	23·5	22·3	21·0
1882—1891	169	152	144	20·6	20·5	19·3

This observation was verified by an examination of about 2,000 houses in which infants had died. The statistical results of this enquiry were tabulated (Proceedings, 1893, p. 563); they support the negative induction that “sanitary conditions cannot be shown to have had any evident connection with infant mortality.”

It was found that in 13 per cent. of the cases investigated the mother was employed away from home; in 36 per cent. the infant's life was insured; and in 39 per cent. the infant was not suckled. The tabulation of the diseases that had contributed to the mortality disclosed some facts having an important bearing on the question of preventibility. (1) Four per cent. of 2,500 deaths investigated were due to suffocation. (2) Twenty per cent. were due to diseases (bronchitis and pneumonia) which are engendered or fostered by exposure to cold. (3) Forty-one per cent. were due to diseases of the digestive organs, which may be produced by improper modes of nourishment. This percentage was 43 in England and Wales, and 40 in France; but in Norway, where the suckling of infants is universal, it was only 12·5.

The conclusions reached by the Committee were as follows:—
 “The Report tends to confirm the opinion of all who have previously studied the subject, that the high rate of infant mortality depends chiefly on personal conditions and circumstances with which the Health Committee cannot deal directly. The need for greater personal attention on the part of mothers to their offspring—especially during the first months of life—and the pressing necessity for better and wider information on all matters relating to the feeding and care of young children, stand out pre-eminently as the causes of the large proportion of infant mortality which may fairly be regarded as preventible. The cure must come chiefly by enlightening women.”

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Section 4.

To aid this enlightenment a simply-worded handbill on the care and feeding of infants was issued, and the managers of hospitals, missions, and mothers' meetings were invited to help in its distribution.

V.—COST OF THE DEPARTMENT.

The following table shows the income, apart from rates, of the Health Committee, its total expenditure, and the net expenditure defrayed from rates.

YEAR.	Income.	Expenditure.	Net Expenditure.
	£	£	£
1885.....	12,482	59,607	47,125
1886.....	10,548	60,487	49,939
1887.....	11,165	59,726	48,561
1888.....	10,828	60,297	49,469
1889.....	11,151	75,913	64,762
Jan.-Mar.			
1890.....	2,785	17,903	15,118
1890-1.....	9,176	74,399	65,223
1891-2.....	9,793	73,774	63,981
1892-3.....	10,438	79,708	69,270
1893-4.....	10,587	91,329	80,742
1894-5.....	9,654	89,031	79,377
1895-6.....	10,079	90,608	80,529
1896-7.....	8,804	95,070	86,266
1897-8.....	9,685	99,426	89,741
1898-9.....	11,904	96,908	85,004
1899-1900.....	11,059	96,668	85,609

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The income and expenditure of the Interception Department are included in the above table. They are shown separately for the last nine years of the period in the following table :—

YEAR.	Income.	Expenditure.	Net Expenditure.
	£	£	£
1891-2.....	8,975	51,313	42,338
1892-3.....	9,577	55,884	46,307
1893-4.....	9,519	56,330	46,811
1894-5.....	8,579	56,081	47,502
1895-6.....	8,987	57,454	48,467
1896-7.....	7,741	63,239	55,498
1897-8.....	8,464	67,913	59,449
1898-9.....	9,873	69,831	59,958
1899-1900	9,741	72,509	62,768

From the year 1896-7 the payments on account of interest and sinking fund on loans contracted for interception purposes are included in the accounts of the Interception Department. Before that year they had been shown in the Health Department accounts.

An analysis of the income and expenditure of the Health Committee for two years is subjoined. The years selected are the financial year 1893-4 (a smallpox year) and 1898-9, the last complete year of the period.

INCOME OF THE HEALTH DEPARTMENT.

	1893-4.	1898-9.
	£	£
Grant to Salaries from the Exchequer Contribution Account.....	569	587
Maintenance of Pauper Patients*	19	--
Canal Boats Act	17	21
Fines	99	380
Miscellaneous	364	918
Contributions for Superannuation	—	124
Totals	£1,068	2,030

* The charge formerly made to the Guardians for patients sent to the Infectious Hospitals by parish doctors is now abolished.

EXPENDITURE OF THE HEALTH DEPARTMENT.

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	1893-4.	1898-9.
	£	£
Salaries and Wages.....	5,006	6,155
Infectious Hospitals	19,978	11,738
Adulteration Act	136	144
Notification of Infectious Diseases Act	571	322
Canal Boats Act	10	10
Certificates of Death	146	146
Bacteriological Laboratory	—	251
Insurance of Property.....	49	54
Interest, Repayment, and Sinking Fund	7,666	7,229
Pensions and Superannuation ...	—	25
Other Expenses	1,436	1,004
Totals.....	£34,998	27,078

INCOME OF THE INTERCEPTION DEPARTMENT.

	1893-4.	1898-9.
	£	£
Sale of Manure.....	8,283	6,174
Cleansing Markets	450	606
Miscellaneous	786	2,963
Contributions to Superannuation	—	130
Totals.....	£9,519	9,873

EXPENDITURE OF THE INTERCEPTION DEPARTMENT.

	1893-4.	1898-9.
	£	£
Salaries	1,826	2,544
Wages.....	32,248	36,410
Horse Keep	8,455	8,519
Plant, Apparatus, and Pans	4,760	5,780
Vans and Horses	2,171	2,873
Tonnage.....	3,054	2,616
Rent, Rates, and Taxes	1,476	1,803
Tip.....	—	1,606
Coal, Gas, and Water	1,246	1,071
Insurance	—	55
Stationery and Incidentals	420	526
Disinfectants.....	374	335
Pensions and Superannuation	—	300
Interest and Sinking Fund	—	5,392
Cleansing Markets	300	—
Totals.....	£56,330	69,830

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Section 5.

It will be observed that several items of expenditure have been transferred from the accounts of the Health Department to those of the Interception Department between the former and the latter year.

The following table shows the capital expenditure of the Health Committee during each financial year, the total capital expenditure at the end of each year, and the outstanding debt, *i.e.* the capital expenditure remaining to be met out of future income.

	Expenditure during Year.	Expenditure to end of Year.	Outstanding Debt.	ITEMS OF CAPITAL EXPENDITURE		
				City Hospital, Lodge Road.	City Hospital, Little Bromwich.	Under Public Health Act and Sanitary Capital.
	£	£	£	£	£	£
1885	2,435	123,191	111,992	1,707	—	728
1886	1,085	124,226	110,787	1,085	—	—
1887	—	124,226	107,874	—	—	—
1888	2,253	126,479	107,284	1,047	—	1,206
1889	2,785	129,264	106,918	346	—	2,439
1890-1 ...	211	129,475	103,813	—	—	211
1891-2 ...	—	129,475	100,367	—	—	—
1892-3 ...	4,868	129,739*	97,081	3,568	—	1,300
1893-4 ...	16,391	146,130	109,460	175	14,977	1,238
1894-5 ...	22,903	169,033	128,381	—	22,903	—
1895-6 ...	20,895	189,928	144,775	12,686	8,209	—
1896-7 ...	19,118	209,046	157,831	16,229	2,889	—
1897-8 ...	6,968	216,014	156,658	6,916	—	52
1898-9 ...	5,629	221,643	155,312	1,990	—	3,699
1899-1900	12,733	234,376	161,185	—	1,400	11,333

* In this year the Capital Account was reduced by a credit of £4,604, being the value of land transferred to the Markets and Fairs Committee.

CHAPTER VI.

MARKETS AND FAIRS.

Chairmen of the Markets and Fairs Committee.

1884-1885.—J. F. GODFREE.

1885-1888.—H. C. FULFORD.

1888-1890.—WILLIAM BRINSLEY.

1890-1892.—H. C. FULFORD.

1892-1898.—EBENEZER PARKES.

1898-1899.—R. C. JARVIS.

THE additions made between the years 1884 and 1900 to the market] CHAP. VI.
accommodation of the City have been very considerable. A
reference to the financial summary appended to this chapter will
show that they have involved the enlargement of the capital account
of the Markets and Fairs Committee by about £182,000, and have
indeed nearly doubled what may be called the investments of the
community in markets. The investment has not been unremu-
nerative, for the increased annual charges for interest and sinking
fund on the market debt have been fairly met by the increase in
the rents and tolls paid by traders. On the other hand, it has
not increased the very modest profit made by the Corporation
out of its market rights. The Corporation has continued to treat
those rights rather as a trust than as a privilege. What has been
intended, and what has been achieved, is the promotion of commerce
by the provision of better accommodation for the trading public,
and the encouragement of the growing importance of Birmingham
as a centre for the distribution of food-supplies over a large district.

—
Growth of
the Markets.

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—
Extensions
of the Fish
Market.

THE FISH MARKET.

In the year 1883 the Council had sanctioned a large scheme for the extension of the Fish Market upon a site in Bell Street, Lease Lane, and Spiceal Street, purchased in 1878 and 1882 at a total cost of £25,070. The plan included (1) the erection of a new market, to be followed by (2) the rebuilding of the old Fish Market, and (3) the provision of a roof over a part of Bell Street. Subsequently, a sub-basement was added to the plans of the new market.

The completion of the first part of this scheme, at a cost of £3,320 for the sub-basement, and £8,912 15s. for the new building, was reported in 1885. On the 6th of October of that year the building, having been duly certified as fit and ready by the magistrates, was formally appropriated as a daily wholesale market for fish, game, and poultry. It was proposed to proceed at once with the remainder of the scheme, at an estimated cost which would have brought the total outlay, including the purchase of the site, to about £52,000; and the required loan was sanctioned by the Council on the 21st of July. But it was found to be impossible to carry out the rebuilding on any acceptable plan without violating the rights of light possessed by the owners of adjacent property. In April, 1886, the Committee withdrew the original project, and substituted, with the approval of the Council, a plan to extend the old market, and connect it with the new, over the site occupied by an intervening shop, already the property of the Council. Before this work was finished the expenditure was further increased by the terms of a lease under which the Linde British Refrigeration Company became tenants of the sub-basement. The Corporation was to spend £600 and the Company £1,000 on the works necessary to adapt the basement to the purposes of the Company; the Company to pay the Corporation interest at five per cent. on the £600, and the Corporation to repay the Company, without interest, by an abatement of £100 for ten years in the annual rent. The actual cost of the alterations and extensions, including a well and a chimney stack, was £2,852 10s. The total cost of all these extensions, as it appears in the capital accounts of the Corporation, was :—

Purchase of property for site	£25,070	0	0
Buildings	17,053	6	3
	<hr/>	<hr/>	<hr/>
	42,123	6	3

The actual cost was £44,375 17s. 2d., the difference between these amounts being the capital contributed by the Linde Company. This second enlargement of the Fish Market was appropriated by resolution of the Council on the 3rd of July, 1888. By these resolutions the whole of the Bell Street Market, old and new, was declared to be a wholesale market only, the Committee being of opinion that sufficient facilities for retail fishmongers were afforded in the Market Hall. But in July, 1889, a concession was made to the traders, who represented that the supplies could not be disposed of wholesale in the winter months; and retail trading was permitted on Saturday in November, December, and January.

THE PIG MARKET.

On the 6th of January, 1891, the Markets and Fairs Committee presented to the Council a report dealing exhaustively with the whole question of market extension. It opened with a plea of urgency, resting not only on the inadequacy of the existing establishment, but on the rapid appropriation of suitable sites. At this time the public markets—other than the Market Hall, the recently extended Fish Market in Bell Street, and the open-air market-spaces in the Bull Ring and other streets adjacent to the Market Hall, in Gosta Green, and at Dale End,—were: (1) the Covered Vegetable Market in Smithfield, (2) the Market for Pigs in Moat Lane, (3) the Market for Cattle and Sheep in Smithfield, and (4) the Market for Dead Meat in Jamaica Row. The proposals of the Committee in regard to the Meat Market will be dealt with below. It was not proposed to spend any money on the Cattle Market, for the trade in live cattle and sheep had been rapidly declining in volume, and had indeed decreased by fifty per cent. in ten years. The causes of this decline were the great importation of dead carcasses from foreign parts, and the restrictions on the transport of live stock imposed by the Legislature as part of the precaution against the spread of contagious diseases. The Pig Market and the Vegetable Market were under the same roof, separated from each other by a wooden partition; and it was believed that, if the whole of this area were devoted to the vegetable trade, there would be no lack of tenants. The case against the Pig Market was that it was inconvenient, cold, and windy; that

Extensions
Proposed in
1891.

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—

Montague
Street
Scheme.

Opposition
of the Pig
Dealers.

it was approached by a lane only ten yards wide ; that it had no direct communication with the railways ; and, especially, that it was quite inadequate in size. The Birmingham pig trade was one of the largest in the country. The number of pigs passing through the market to their doom had approached 75,000 in a year, although the space was only calculated for an annual trade of 50,000 ; and even so, the market accommodated only one-half of the wholesale trade, of which a large part was carried on in yards rented privately by dealers. The Committee therefore asked leave to build on an entirely new site. They proposed to take that part of the land purchased in 1876 for the Montague Street Wharf (ii., 143) which was not wanted by the Interception Department, and which lay near to the London and North-Western Railway and to the unused viaduct that connects that line with the Great Western ; to purchase from the London and North-Western Company 1,341 yards of land for £1,000 ; and to rent from the Great Western Company, at £50 annually, 1,715 yards under the arches of the viaduct. The site was immediately adjacent to the North-Western sidings, and within 150 yards of a Midland Railway yard ; while the Great Western Company might, if they chose, give direct communication by way of the viaduct. The total area of the site was 13,920 yards, of which it was proposed to cover 7,120, at a cost for building estimated at £11,500 by the Borough Surveyor.

The discussion of this report was preceded by an ominous incident. A memorial from the pig dealers protesting against the Montague Street scheme was presented and accepted ; but the Council took the unusual course of rejecting the customary resolution referring the memorial to the Committee concerned. Later, when the opposition of the trade was carried to lengths that seemed to endanger permanently the success of the market, the Committee was severely criticised for its temerity ; and some of the critics showed a natural disposition to antedate their own disapproval of the scheme. It is therefore proper to lay some stress on the fact that, after receiving this warning that the project was distasteful to the dealers, the Council approved the Report, and gave its sanction to the expenditure, by a unanimous vote. The dealers followed up this protest by an appearance at the enquiry which the Local Government Board held before giving its sanction

to the required loan. The reasons alleged against the project were : that the Montague Street Market being next door to the Interception Wharf, would be disagreeable and unhealthy ; that the social character of the neighbourhood was such as to cause " danger to life and property " to persons frequenting the market ; and that it would be inconveniently distant from the Cattle Market. These representations did not have any effect. The loan was allowed ; and the market was built. At the meeting of the Council on the 4th of October, 1892, it was appropriated as a daily wholesale and retail Cattle, Sheep, and Pig Market.

But the pigs did not come to market. A group of six dealers, who practically controlled the whole of the trade, combined, as the " Birmingham Pig Salesmen's Association," to establish a saleyard or private market in Meriden Street. The result of this enterprise may be judged from the tables given below. The trade was entirely diverted from Montague Street ; and the Corporation was in danger of getting no return at all from its expenditure. In the opinion of the Town Clerk and of Counsel, the Association were infringing the market rights of the Corporation ; and an action at law was brought for an injunction restraining the defendants from establishing or maintaining the market, and from otherwise infringing or disturbing the ancient manorial or statutory market rights of the Corporation ; and for an account in lieu of damages in respect of such infringement or disturbance. The manorial or common-law rights were of very ancient date. They included rights granted by charter of Henry II. in 1154 to William the Sewer of Dudley, confirmed or regranted by Richard I., and vested in 1557 by charter of Philip and Mary in Thomas Marowe. The purchase in 1824 by the Street Commissioners of these rights, for £12,500, from Christopher Musgrave, Lord of the Manor, and successor in title of Thomas Marowe, and their transference in 1851 to the Council by the Improvement Act, have already been recorded (ii., 171, 172). It was contended, however, that these rights were insufficient for the purposes of the action ; they were manorial rights, and therefore limited by the ancient boundary of the manor ; and the Montague Street Market was just outside that boundary. Although therefore the manorial rights made some figure in the action, the strength of the case of the Corporation

Infringement
of Market
Rights.

CHAP. VI.

lay in the more recent statutory rights, as finally confirmed and defined in the Consolidation Act (ii., pp. 8, ff.). By the 90th section of that Act penalties are imposed on persons selling within the borough any animal or article, in respect of which the Corporation is authorised to take tolls or charges, "except in some market or fair lawfully authorised, or in his own dwelling-place, shop, or place of business, or on any farm or land in his occupation." It could hardly be denied that, for all practical purposes, the Saleyard was a market; but the associated dealers appear to have hoped that, by special care in drawing their articles of association and the regulations of the yard, they had brought themselves within the exception, and so evaded the intention of the statute.

Case of
Birmingham
v. Foster :
Judgment
for the
Corporation.

It seems unnecessary to recapitulate the arguments and evidence on either side. Their general character, and the considerations upon which the case turned, may be gathered from the following abbreviated report of Mr. Justice Romer's judgment.

"The plaintiffs are entitled to an injunction. I shall assume that they must rely on their statutory rights, and not on the special rights attaching in respect of the old market. But under the statute the plaintiffs have undoubtedly the right to establish a pig market in the town of Birmingham. They have a pig market there; and they have a right to say that no one shall hold another pig market in the town as distinct from this market, subject to any statutory rights given to other persons. I agree that, having regard to section 90 of the Birmingham Corporation (Consolidation) Act, 1883, the plaintiffs cannot be heard to say that their rights are infringed or their market disturbed merely because any one is selling at his own 'dwelling-place, shop, or place of business,' or 'on any land in his occupation' pigs or other articles; but, subject to the statutory exception, no one in the plaintiffs' borough has a right to set up a rival market or disturb the plaintiffs' market. The facts show that there is a disturbance of market and an infringement of rights. What are the defendants, regarded as an association and apart from being the individual renters of stalls, doing? In substance they have established a market for the sale of pigs,—a market which has been successful, which is a rival market, and which has destroyed the plaintiffs' pig market. They have acquired a large site, erected large buildings upon it, and

laid out the premises as a market. They have let out stalls and offices to the individual members of the association. At the market hours the premises are thrown open to any one who likes to come in as a buyer. Any person's pigs may be sold. The sales are made by and with the stall renters, who get commissions thereon. There is every convenience for a market,—common ways for the use of the public, lairs for bedding the pigs, common weighing machines, and a common room for the use of frequenters of the market. There are considerable portions of the premises which are not let to the individual renters; and there are places used occasionally as pens for pigs which are not within the individual lettings. The whole scheme under which the place has been established is to enable the plaintiffs' rights to be interfered with. It is true that pigs cannot be sold there except through the medium of one of the individual defendants; but that does not prevent what is being done from being a disturbance of the plaintiffs' market. If this is not a disturbance I do not know what acts would constitute a disturbance." (*Mayor of Birmingham v. Foster and others*. February 23rd, 1894.)

Having thus vindicated its legal rights, the Corporation offered friendly and equitable terms to the defeated litigants. A sum of £500 was accepted in settlement of the claim for arrears of market tolls. An agreement, to extend for three years from June 1st, 1894, was made with the associated dealers (now a limited company), under which the Corporation became tenants of the Saleyard at a nominal rent of 40s., the company paying all outgoings, while the tolls and other charges of the market were demised to the Company at an annual rent of £450. This amount was equal to the average net income accruing from the old pig market, and also to the amount of rent received in respect of the area formerly occupied by that market. Although the Montague Street Market was, and would still remain, empty of pigs, the slaughterhouse attached to it was much used, and produced an income of £200 annually. The cost of the building, including the £1,000 paid for part of the site, was £17,841, or £5,341 above the estimate. If the £50 paid as ground rent for part of the site is deducted from the income expected under the agreement, the net increase of receipts amounts to £600, or only $3\frac{1}{3}$ per cent. on

Subsequent
History of
the Pig
Market.

CHAP. VI.

—

this capital outlay ; and in this calculation the value of the land taken from the Health Committee is left out of account. Liberal as these terms were, they proved too hard for the dealers. Early in 1897, when the trade had been injuriously affected by a stringent Swine Fever Order of the Board of Agriculture, they asked for a reduction of their rent to £150, offering as an alternative either to lease their yard to the Corporation at £1,050, or to sell the freehold for £13,500. The Committee declined to recommend any concession beyond a reduction of the rent paid in respect of tolls to £300. This offer being refused, the resolution appropriating the yard as a market was rescinded on the 1st of June, 1897, and the market transferred to Montague Street. Thus, after much tribulation, the original project was at last carried into effect.

THE CITY MEAT MARKET.

Inadequacy
of the old
Pig Market.

For some years before the promulgation of the general scheme of market extension the attention of the Council had been drawn by the traders concerned to the inadequacy of the St. Martin's or Jamaica Row Dead Meat Market. This building had been erected by the Street Commissioners at a cost of £3,500. Its area was only 607 yards ; and it had never been enlarged or improved during the half-century of its existence. Yet the wholesale trade in dead meat was growing even faster than the population ; for imported cattle were now slaughtered at the ports, and even home-fed beasts were often killed before being sold to the retail butchers. The time was ripe for an extension on a large scale. Accordingly, on the 6th of January, 1891, the Committee obtained leave to purchase for £33,770 the freehold of 11,708 yards of land in Bradford Street and Cheapside, upon which, after the completion of the pig market, a meat market might be built at a cost then roughly estimated at £25,000. When the land was re-surveyed it was found that the area was 12,100 yards ; this increase, with costs of the sale, brought the purchase money to £35,153. In 1893 the leasehold interests on a portion of this land sufficient for the immediate purpose were bought up at a cost of £2,691 ; and in 1894 the site was extended by the purchase for £1,350 of the lease of the Circus Chapel, which stood on land of which the freehold already belonged to the Corporation. By this extension a convenient frontage to

Purchase of
Site.

Sherlock Street East was obtained. The total cost of the site, including the expenses incident to the purchases, was ultimately £39,532.

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Before the Committee proceeded to draft plans for the new market several of its members visited the most modern and complete meat-markets and abattoirs both in England and in Germany. They acquainted themselves with many improvements of great value, especially in regard to the accommodation and arrangements for slaughtering cattle, introduced by German municipalities. The result was a considerable extension of the plan that was in the mind of the Committee in 1891. A full and detailed description of the buildings and fittings will be found on pp. 380–390 of the Proceedings of the Council for 1893–4. The building includes, beside the meat market, twenty separate slaughterhouses for the use of wholesale butchers ; two separate slaughterhalls, for pigs, beasts, and sheep, for the use of retail butchers ; lairage, cold stores, mess-rooms, a machinery department, a storage department, and a lair and slaughterhouse, for condemned meat. The architects selected, after a competition of plans in which twelve firms of Birmingham architects took part, were Messrs. Essex, Nicol, and Goodman. The estimated cost was £48,000, including £40,000 for the building, and £8,000 for gas and water fittings, sewerage and ventilation, and architects' commission. It was however found necessary, when the builders' tenders were received, to add £5,000 to this estimate, as well as to revise the plans. This expenditure was authorised on November 9th, 1894. Two years later a further loan of £18,286 was granted by the Council. This covered an increase in the estimate for fittings from £5,000 to £10,000, as well as the cost, not included in the former estimate, of the refrigeration plant, pumping machinery, electric light installation, lifts, tanks, and other items of equipment. The ultimate cost of the building plant and fittings was £87,801, making with the cost of the site, a total capital outlay of £127,333. If the former of these amounts is compared with the 1891 estimate of £25,000, it will be seen that the history of this building furnishes an instructive example of the expansive tendency of such projects. It should be added, however, that from the first the working profits of the market have very nearly covered the annual payments for interest and sinking-fund on this expenditure.

Extension of
the Plans.

CHAP. VI.
—
Building of
the Market.

The foundation stone of this market was laid by Mr. Councillor Parkes, Chairman of the Markets and Fairs Committee, on the 24th of July, 1895. It was formally opened by the Lord Mayor on the 27th of October 1897, appropriated by resolution of the Council on the 9th of November in that year, and opened for public use on the 27th of December. The cold stores were let to the Linde Refrigeration Company at a rental of £650, to be raised to £750 after three years. The cost of this part of the building had been about £9,000, in respect of which amount £470 was the annual payment for interest and sinking-fund.

THE VEGETABLE MARKET.

Extension
of the
Vegetable
Market.

On the removal of the pig-market from Moat Lane to Montague Street, the area formerly occupied by that market was thrown into the Smithfield Covered Vegetable Market. This extension was soon insufficient for the rapidly increasing trade. On the 26th of July, 1898, the Committee reported that the receipts from this market, including rents from adjoining shops, had gradually risen from £2,453 in 1883 and £4,915 in 1884 to £8,040 in the year ending March 31st, 1898, that the whole area was now occupied, and that many applications for stands were refused. It was therefore proposed to take in the space covered by the Smithfield Cattle Market. In the next year further provision was made for the extension of this market by the purchase, at a cost of £5,600, of the freehold and leasehold interest of Messrs. W. and T. Avery's premises in Moat Lane. Of the total area, 400 square yards, 114 yards were taken by the Public Works Committee for the widening of Moat Lane.

THE CATTLE MARKET.

New Cattle
Market
Projected
and begun.

The returns given below show a continual decrease in the business of this market, due to the same changes in the customs of the meat trade which caused a disproportionate increase of the supply of dead meat. When it was resolved to throw the area of the Smithfield Cattle Market into the Vegetable Market, the site chosen for the new market was the still unoccupied portion of the land on which the Montague Street Pig Market stands. This

building was not completed at the end of 1899.* The architects were Messrs. Cossins, Peacock, and Bewlay. The architects' estimate was £9,957; but the tender accepted was for £11,480. The excess was ascribed to the rising and unsettled prices of materials.

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Thus during the fifteen years important extensions or alterations have been carried out or projected in all the public markets, except the Market Hall. The only incident in the history of that building that calls for notice is the installation of electric lighting in 1894, at a capital cost of £1,029.

The Market Hall.

In 1891 attention was called to defects in the discipline of the Markets Department by charges brought by a recently discharged inspector against the Superintendent, Mr. Birckley. In the consequent action for libel Mr. Birckley recovered only contemptuous damages. On the 13th of October, 1891, the Committee reported that, while some of the more serious charges had been disproved, they had admonished Mr. Birckley for grave indiscretions. They commended his general zeal and efficiency, and unanimously recommended the Council to permit him to retain his offices. The report was approved; an amendment instructing the Committee to require Mr. Birckley to resign his offices being rejected by 22 votes to 17. A year later, on the voluntary resignation of Mr. Birckley, Mr. Francis H. Edwards was appointed Markets Superintendent.

Discipline of the Department.

The work of the Weights and Measures department was considerably enlarged by the Weights and Measures Act, 1889. This Act required that all scales and other weighing instruments, as well as weights and measures, should be verified and stamped by inspectors; and that the tare weight of vehicles used for the delivery of coal should be marked on the vehicles under the direction of the local authority, and verified from time to time. The drafting of bye-laws under the Weights and Measures Acts required careful attention, especially in dealing with measures whose material or construction facilitated the fraudulent alteration of marks. It was, for example, directed that a sand-blast should be used to mark earthenware measures, of which 3,000 weekly were brought

Weights and Measures.

* This Market was completed early in 1900, and appropriated on April 24 of that year.

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to the Birmingham office. At the request of the Board of Trade the Office was enlarged by taking in the adjoining shop. After this enlargement Birmingham was recognised by the Board as an official centre for the verification of inspectors' standards and for the examination of candidates for inspectors' certificates. On the resignation of Mr. Birckley the office of Chief Inspector of Weights and Measures was disjoined from that of Markets Superintendent, and Mr. Allan Granger was appointed to the former office.

Inspection.

The work entrusted to the Markets and Fairs Committee also includes the conduct of inspections of slaughterhouses, railway stations, and cowsheds, under the Diseases of Animals Acts; the inspection, under the Public Health Acts, of meat, fish, fruit, and other perishable articles of food offered for sale in the city; the seizure of unwholesome food; and the prosecution of offenders under the penal clauses of these Acts. This part of the work of the department has continued to grow; but it does not offer any new features of interest. The amount of food seized by the inspectors has continued to be very small in comparison with the amount voluntarily surrendered by dealers. A point involving an interesting question of principle was raised by the Glanders and Farcy Order of 1892. Under that order the local authority was empowered, but not required, to slaughter diseased horses, paying compensation to the owners. After a short trial, in the course of which many cases of disease that would otherwise have been concealed, were reported in the hope of compensation, the Committee concluded that this compulsory slaughter would be expensive to the city, and would not materially aid the prevention of disease. It was held that public money should not be spent in compensating owners for losses which should be counted as ordinary trade risks.

Statistics.

The following table continues the statement given in ii., 179, and shows the growth and fluctuations of the trade in live stock in the markets of the Corporation.

YEAR.	Horses.	Beasts.	Culves.	Sheep.	Pigs.
1885.....	3,351	29,548	11,427	92,481	63,418
1886.....	3,112	29,290	10,358	71,320	57,785
1887.....	3,457	29,041	8,185	75,845	74,808
1888.....	2,389	24,692	8,907	63,423	73,764
1889.....	3,219	19,898	6,286	56,405	63,613
1890.....	2,677	17,764	6,909	58,839	76,686
1891.....	2,345	16,562	7,804	68,739	67,942
1892.....	2,614	23,189	10,645	101,307	38,667
1893.....	2,644	24,557	10,049	111,227	181
*1894.....	292	5,719	2,926	15,387	—
1894-5.....	2,235	20,864	7,657	93,138	—
1895-6.....	2,957	18,768	4,378	88,355	2,306
1896-7.....	3,839	18,766	8,728	98,336	5,817
1897-8.....	3,252	17,073	8,819	85,280	106,139
1898-9.....	3,394	19,721	8,959	89,241	186,347
1899-1900...	2,595	17,904	10,364	84,714	220,737

*Quarter ending March 31st.

The following table exhibits the income and expenditure of the **Markets and Fairs Committee**, year by year, and the state of the capital account at the end of each financial year. On January 1st, 1885, the capital account stood at £226,729.

YEAR.	Income.	Expenditure.	Profit.	Capital Expenditure to end of year.	Outstanding Debt.
	£	£	£	£	£
1885.....	19,541	15,763	3,778	233,122	149,606
1886.....	19,645	16,444	3,201	235,673	149,503
1887.....	20,369	18,068	2,301	239,428	148,921
1888.....	20,970	18,669	2,301	239,181*	145,311
1889.....	20,564	16,725	3,839	239,181	141,840
Jan.-Mar.					
1890.....	5,109	3,179	1,930	239,181	141,840
1890-1.....	22,356	17,857	4,499	239,181	138,237
1891-2.....	22,412	18,292	4,120	278,856	174,121
1892-3.....	22,641	20,398	2,243	298,905	184,897
1893-4.....	23,345	22,510	835	299,843	186,147
1894-5.....	23,614	24,243	(Loss 629)	302,229	183,668
1895-6.....	23,783	21,568	2,215	314,472	190,639
1896-7.....	24,568	22,939	1,629	334,353	201,896
1897-8.....	26,648	25,661	987	380,039	241,966
1898-9.....	33,626	32,490	1,136	395,122	249,926
1899-1900	34,842	33,140	1,702	409,005	256,249

* In this year the Capital Account was reduced by a credit of £2,253.

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The increase in the annual income during the period is about £15,000, or approximately $8\frac{1}{2}$ per cent. on a new capital outlay of about £182,000.

The fourth column of the above table does not fairly represent the profits of the market undertaking. The fees and fines paid to the Weights and Measures Office do not cover all the expenses of that department; and there is no special source of income to meet the expenditure on the local administration of the Contagious Diseases (Animals) Acts. An analysis of the income and expenditure in any normal year will serve to show what allowance should be made for these items. We will take the financial year 1898-9.

	Income.	Expenditure.
	£	£
Interest and Sinking Fund.....	—	15,902
General Market.....	11,186	5,368
Smithfield Market	2,284	1,636
Vegetable Market.....	7,395	1,826
City Meat Market.....	9,343	4,123
General Expenses.....	—	609
Insurance	—	111
Rents	1,785	—
Fines and Superannuation Contributions ...	247	—
Weights and Measures.....	1,486	1,715
Contagious Diseases	—	1,200
Total	£33,626	£32,490

CHAPTER VII.

BATHS, PARKS, AND GARDENS.

Chairmen of the Baths and Parks Committee.

1884-1887.—WILLIAM WHITE.

1887-1888.—DAVID CLARKE.

1888-1889.—WILLIAM SHAMMON.

1889-1893.—R. C. BARROW.

1893-1896.—E. W. BOWKETT.

1896-1899.—S. E. JOHNSON.

PUBLIC BATHS.

THE history of this department of the operations of the Council since 1884 can hardly be called a history of progress. The erection of Public Baths in Kent Street in 1851, in Woodcock Street in 1860, in Northwood Street in 1862, and in Monument Road in 1883, and the establishment of an open-air swimming bath in the Victoria Park at Small Heath, have already been recorded in this book (ii., 189-191). Such was the municipal provision of baths and washhouses in 1884; such, and no more, it remains to this day. It would appear that the Council has not felt itself encouraged to new expenditure by any remarkable success of its earlier efforts to promote cleanliness and the art of swimming. There is indeed little that is stimulating in the statistics given below, in continuation of the earlier table (ii., 192). The fluctuations in the annual returns of bathers indicate, no doubt, nothing but variations of the mean

CHAP. VII.
—
Provision of
New Baths.

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summer temperature ; but if the years be taken in groups there is no considerable increase until quite recently. The return of 1884, when there were 445,545 bathers, was for a long time the largest recorded. Another observation will be suggested by the comparison of the earlier table with that here given. In twelve of the fourteen years from 1851 to 1864 the baths yielded a small profit, if interest on the capital outlay is left out of account. The fees paid by the bathers have long ceased to cover the maintenance charges ; and if the total expenditure is taken, the average annual loss for the last ten years of the table is more than £3,500. Practically the ratepayers give away 2½d. with every ticket of admission.

YEAR.	Bathers.	Receipts.	PAYMENTS.			Capital Expenditure at end of year.	Out-standing Debt at end of year.
			Mainten- ance.	Interest and Sinking Fund.	Total.		
	£	£	£	£	£	£	£
1885	348,346	4,963	6,221	2,657	8,878	77,699	47,341
1886	339,015	4,866	5,965	2,813	8,778	77,815	46,499
1887	356,632	5,250	6,011	2,734	8,745	77,815	45,539
1888	300,842	4,664	6,298	2,624	8,917	77,815	44,556
1889	347,253	5,340	6,182	2,587	8,769	77,815	43,550
Jan.-Mar.							
1890	27,797	659	1,649	9	1,658	77,815	43,550
1890-1	344,993	5,439	6,469	2,557	9,026	80,050	44,755
1891-2	339,693	5,506	6,454	2,553	9,007	80,050	43,705
1892-3	340,290	5,672	7,664	2,542	10,306	80,050	42,601
1893-4	431,354	6,695	7,377	2,601	9,978	84,040	45,464
1894-5	318,864	5,192	6,624	2,667	9,291	83,130*	43,398
1895-6	395,190	6,296	6,876	2,699	9,575	83,718	42,774
1896-7	401,745	6,261	6,960	2,697	9,657	84,369	41,789
1897-8	469,910	6,745	6,996	2,695	9,691	84,835	40,983
1898-9	467,026	7,354	6,994	2,937	9,931	86,338	40,986
1899-1900 ..	479,633	7,119	8,119	3,274	11,393	89,111	40,826

* Capital account reduced by a credit for sale of land at Highgate.

Repairs and Renovations.

For whatever reason, the Council has commonly been reluctant to permit new capital expenditure on Baths ; and the enterprise of the Committee has been repeatedly checked in the Council Chamber. The enlargements of the capital account shown in the table are due in part to the early expenses of the still unfinished extensions described below, partly to repairs and renovations of the old baths. New boilers and pipes were put in at Kent Street

in 1886, at a cost of £1,307; at Northwood Street in 1892 at a cost of £890; and at Woodcock Street a year later, at a cost of £402. In 1888 it was found that the supply of water drawn from the Corporation Mains for the open-air bath in Victoria Park was insufficient; and a sum of £785 was spent in providing a pumping station over the well already sunk when a bath-house in the park was contemplated. In 1892 the renovation of the roof at Kent Street cost £398. These expenses were unavoidable; but when it was proposed in 1889 to light Kent Street with electricity, the Council declined to permit this luxury.

The bath now building at Small Heath has already had a chequered and instructive history. As early as May, 1885, the Committee reported that they had under consideration a memorial from the inhabitants of Bordesley praying for a bath, and that they were engaged in looking for a site. A year later they asked for £4,120 to purchase a site of 3,260 yards at the corner of Coventry Road and Sandy Lane, the Public Works Committee offering to take 530 yards for the widening of the lane. This recommendation was defeated by 29 votes to 19, upon an assurance offered by a member of the Council that he would introduce the Committee to a choice of better and cheaper sites. In the following October, no acceptable alternative having been discovered, the former proposal was renewed. But the new Chairman of the Finance Committee, Mr. Clayton—who was then beginning a long series of earnest, and occasionally successful, efforts in the cause of economy,—moved an amendment declaring it inexpedient to spend money on baths in view of the depressed state of trade, and so defeated the recommendation by 40 votes to 15. The project then slept till March of 1890, when the Free Libraries Committee also wanted land in Bordesley. The propitious moment was seized, and a plot of land in Green Lane and Little Green Lane was purchased jointly by the two committees, 2,552 yards (subsequently reduced to 2,452 yards) being allotted for baths. More than four years elapsed before the next step was taken. On July 31st, 1894, the Committee at last obtained leave to spend £1,500 in boring, and in sinking a well if water should be found. It was not until the end of 1896, when the boring had reached a depth of 625 feet, that water was struck. It rose to a standing level of 150 feet below the surface,

Projected
Bath-house
at Small
Heath.

CHAP. VII.

—

requiring an eight-feet well cylinder of 174 feet depth. The Committee visited the municipal baths in other large towns, and acquainted themselves with the most modern improvements; plans for a set of baths, including two swimming baths of the capacity of 90,000 gallons each, were prepared by the engineer of the department, Mr. Cox; and on the 27th of July, 1897, leave was asked of the Council to build the baths at a cost not to exceed £25,000, including £2,100 for the well and bore-hole. This was the estimate of the architect. It seemed reasonable, for the £27,984 spent at Monument Road had covered the cost of the land. The money was voted without demur. Nothing was done in 1898. In the February of the following year the builders' estimates were at last received. The estimate for this part of the work (exclusive of engineering work) had been £16,400; the lowest tender was £26,475. In the light of this information a revised estimate upon the same plans was submitted to the Council, and an enlargement of the former sanction by £12,000 recommended. But the opposition was so strong that the Committee did not venture to divide the Council on the recommendation, and accepted an amendment referring the report back, and peremptorily fixing the limit of £25,000. A second amendment, proposed by way of compromise, and suggesting the revision of the original plans, had been defeated on a division. Nevertheless, with a just confidence in the placability of their colleagues, the Committee proceeded to act upon the defeated rather than the accepted instruction. The plans were revised, the quantities reduced, and the building tender lowered to £21,100. Finally, on August 1st, a revised estimate of £30,000 was approved without opposition. So after a prolonged gestation the project at last came to birth.

Purchase of
Land for
Balsall Heath
Baths.

The first step towards the provision of the baths promised to Balsall Heath in 1891 was taken early in 1894, when a plot of land in Moseley Road, between Vincent Street and Edwardes Street, was purchased jointly by the Free Libraries and the Baths and Parks Committees. The area allotted for baths was 2,577 yards, with a frontage of about 30 yards to the main road. At the same time it was determined to sell the 2,498 yards set aside for new baths after the acquisition of the Highgate Park estate. On December 7th, 1897, a vote of £1,800 was taken for boring operations, which were expected to occupy the space of two years.

In January, 1899, the Committee was instructed by resolution of the Council, to take into consideration the improvement of Woodcock Street Baths. A month later they obtained a vote of £800 for sinking a new borehole. This work was finished by the end of the year, and a good supply of water obtained. On January 2, 1900, the Council approved an extensive scheme of improvement, including the provision of a new swimming bath, at an estimated cost of £8,200.

CHAP. VII.
—
Woodcock
Street Baths.

The control of the bathing pool in Cannon Hill Park, hitherto leased with the boating pool, was taken over by the Department from Michaelmas, 1899. When this was reported to the Council, a resolution suggesting free bathing in this pool was adopted. It was decided to open both this pool, and the open-air swimming bath in Victoria Park, free of charge to bathers on Saturdays and on Wednesday afternoon.

Open-air
Baths.

PARKS AND GARDENS.

In the other department of their work the Baths and Parks Committee sustained no such rebuffs as have just been related. So far from finding their zeal for extension checked by the thrift of the Council, they never failed to carry without dissent all their proposals for enlarging or improving the parks. On two occasions indeed the Council even insisted upon projects which the Committee had declined, for reasons of economy, to recommend. The building of baths may at any time be deferred to a more convenient season ; but opportunities of preserving open spaces must be taken at once or they may be lost for ever.

If the following list of the Parks, Gardens, and Recreation Grounds in the possession or occupation of the Council at the end of 1899 be compared with that given in the second volume (ii., 195), the extent to which new provision for open-air recreation has been made since 1884 will at once be apparent.

List of Parks
and Recrea-
tion Grounds.

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	When Acquired.	Miles from Centre.	AREA.		
			A.	R.	P.
Adderley Park	1856	1½	10	0	22
Calthorpe Park	1857	1½	31	1	13
Aston Park	1864	2	49	3	18
Cannon Hill Park	1873	2	64	0	13
Highgate Park	1876	1	8	3	28
Summerfield Park	1876	1½	34	1	29
Burbury Street Recreation Ground ...	1877	1½	4	1	3
Victoria Park	1879	2	43	2	22
Park Street Gardens	1880	½	4	1	35
St. Mary's Gardens	1882	½	2	3	24
Rednal and Bilberry Hills	1888	8½	82	2	21
Walmer Recreation Ground	1890	1½	2	1	29
Balsall Heath Park	1892	2½	4	1	20
St. Paul's Gardens	1894	½	2	3	34
St. Mark's Recreation Ground	1896	1	0	2	30
The Queen's Park	1897	2½	10	0	0
			847	0	21

Before relating the acquisition of the six open spaces that have been added to the list, the history of the older parks since 1884 will be briefly summarised.

On the 23rd of March, 1887, in the fiftieth year of her reign, Queen Victoria visited Small Heath Park before making her progress through the town. In commemoration of this event, and by Her Majesty's gracious command issued on July 22nd, the park was renamed Victoria Park. In the same year a small addition was made to its area. The owner of the adjacent land had planned a road in such a way that one row of houses would have abutted on the park. To prevent this disfigurement the land between the road and the park boundary, an acre and a quarter in extent, was purchased for £750, the Corporation also undertaking to pay half the cost of making the road, or about £1,800. Towards this expense Miss Ryland, the donor of the park, contributed £2,000. This was the last of a long series of benefactions to the people of Birmingham. Miss Ryland died on January 28, 1889; and the Council recorded by resolution its appreciation of her princely munificence and noble example.

Victoria
Park.

Death of
Miss Ryland.

The largest additions were those made to Summerfield Park. The Gillott estate was being rapidly broken up into building lots, and the town was growing rapidly in the immediate neighbourhood of the park. In December, 1889, five acres were added at a cost of £2,500, and £750 voted for laying out the land and providing a bandstand. In 1891 an addition of rather more than sixteen acres was made, at the cost of £550 an acre, with £2,550 for laying out ; the Corporation also contributing half the expense of making a road on the south side.

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—
Summerfield
Park
Extension.

Cannon Hill Park was enlarged in 1896 by the liberality of Mr. Holder (now Sir J. C. Holder), who gave seven acres of land, and provided a fence. The Committee declined to appropriate part of this land for exercise on horseback. But the claims of those who desired this accommodation were so eloquently and persistently advocated that in 1897 the Mayor was induced to beg the necessary land from Lord Calthorpe. Land sufficient to provide a Rotten Row 754 yards long and 75 feet wide, separated by the river from the northern side of the park, was granted by Lord Calthorpe, on condition that the Council would straighten, deepen, and otherwise improve the river course from Cannon Hill Park to Calthorpe Park, and divert the Bourne Brook into the river channel. The Council unanimously voted £3,500 for the stipulated improvements. The riding track, when completed, was named the Queen's Ride ; and has occasionally been used for the purpose for which it was intended. In 1887 a garden specially adapted for the use of students of botany was provided in Cannon Hill Park by an anonymous donor. A list of the plants was afterwards prepared by Mr. J. W. Oliver and Mr. Alderman White ; and the Directors of Kew Gardens gave seeds and plants to complete the series.

Cannon Hill
Park.Queen's
Ride.

The difficulties and restrictions of the tenure of Calthorpe Park (described at length, ii., 196) were cleared away in 1894, when Lord Calthorpe, with the assent of the Hon. W. G. Calthorpe, conveyed the park in fee-simple to the Corporation. The conveyance was free from the restrictive covenants of the former grant, but bound the Corporation to use the land only for the purposes of the Recreation Grounds Act. In 1893 better access to the park from the Balsall Heath side was given by the construction of a bridge over the Rea ; and in 1899 a scheme was produced and approved

Calthorpe
Park.

CHAP. VII.

—

for the straightening of the river, by arrangement with the owners of land on the other bank. The alteration of the boundary so made increased the area of the park by 245 yards. The cost of the improvement to the Corporation was estimated at £3,650.

Adderley
Park.

Lord Norton, the original donor of Adderley Park, continued to show a practical interest in his gift, and several additions to the equipment of the park were provided wholly or partly at his expense. In 1899 he added about an acre to the area of the park, on the condition, gladly accepted by the Council, that the Corporation should bear one-third of the expense of making a new road on the north-east boundary.

Park Street
Gardens.

Park Street Gardens were diminished in 1894 by the widening of the London and North-Western Railway. The land had been taken over from St. Martin's Church as a closed burial ground; and one-half of the £1,500 paid by the Company was, according to the terms of the demise, paid to the Rector.

Acquisition
of Rednal
and Bilberry
Hills.

Of the additions made to the open spaces preserved by the Corporation, the earliest and most noteworthy was the acquisition of Rednal and Bilberry Hills in 1888. Hitherto none of the parks acquired by gift or purchase had been more than three miles from the centre of the city, and all, except Cannon Hill and Aston, were within the municipal borders. These two hills are spurs of the range that stretches from Hagley to Bromsgrove, dividing the Severn from the Trent basin. They were hardly touched by cultivation, and preserved much of primitive rural beauty; but they were in danger of falling into the hands of the builder. The Birmingham Association for the Preservation of Open Spaces and Public Footpaths therefore opened a subscription, to which Mr. Richard Cadbury was the largest contributor, for the purchase of Rednal Hill. At the same time Lord Windsor offered through Sir Thomas Martineau to grant to the Corporation a twenty-one years' lease of Bilberry Hill, at a nominal rent. The land at Rednal was already in the market, and had been partly sold. But Mr. T. Grosvenor Lee, the Hon. Secretary of the Association, took the responsibility of purchasing the remainder, and persuaded the earlier purchasers, with two exceptions, to surrender their bargains. Mr. G. Underhill made a gift of the uncultivated portion of land he had recently acquired on the hill. The contributions at first

obtained sufficed only for the purchase of a part of the land ; but on November 11th, 1889, Mr. Grosvenor Lee had the satisfaction of announcing that the remaining area was paid for and ready to be conveyed to the Corporation, to be kept open for ever as a place of public recreation. Mr. Lee received the warm thanks of the Council for his exertions.

CHAP. VII.

Early in 1890 a memorial was received by the Council asking that the Old Pleck, a piece of unoccupied land of about $4\frac{3}{4}$ acres in extent, in the neighbourhood of St. Stephen's Church, might be preserved as a recreation ground. The land, of which the freehold belonged to King Edward's Foundation, had been leased for 120 years from 1874 ; the rent would be £487. The Baths and Parks Committee, having prepared plans for the conversion of the land into an asphalted recreation ground, which would have made the annual cost about £1,000 in addition to the rent, reported against the acquisition. But there was a strong feeling that the chance of preserving an open space in so congested a district must not be passed over, and the report was referred back. Ultimately a triangular portion of the area, 11,586 yards in extent, was taken at a rental of 5d. a yard, and the sum of £2,100 voted to fence and lay out the ground. The Governors of the School obtained leave from the Charity Commissioners to waive the building covenant in the lease. The Old Pleck was said to have been anciently known by the more dignified name of the Walmers ; and as the Walmer Recreation Ground it was opened to the public on the 9th of April, 1892.

Walmer
Recreation
Ground.

The next acquisition was the Balsall Heath Park in Ladypool Lane. At the time of the annexation in 1891 the Balsall Heath Local Board was in treaty for this land, but the lease was not signed nor the boundaries settled. The Corporation completed the lease, which was for twenty-one years ; and borrowed, under a sanction already obtained by the Local Board, £3,500 for the formation of the park. It was opened on the 13th of May, 1893.

Balsall Heath
Park.

The legislation under which several closed burial grounds were taken over as gardens by the Corporation has already been described (ii., 204). In 1892 the Vicar and Wardens of St. Paul's Church invited the Council to acquire their churchyard, which was in a very much dilapidated and unsightly condition. The

St. Paul's
Gardens.

CHAP. VII.

—

Council at first declined to spend £4,000, the sum named by the Estates Committee, on this churchyard, although they were warned that the Wardens had a statutory right to put the ground in order and charge the cost to the Overseers, without surrendering control. Next year a less expensive plan was brought in, and the Estates Committee was authorised to accept a grant of the land, and the Baths and Parks Committee to spend £2,600 in laying it out. On March 31st, 1896, it was formally opened as St. Paul's Gardens.

St. Mark's
Recreation
Ground.

The history of St. Mark's Recreation Ground resembles that of the Old Pleck. Memorials from Ladywood, a district in which the open spaces left were few and small, were referred to the Committee. The Governors of King Edward's School offered to lease the land for 99 years at a rent of 1s. a yard, but were persuaded to reduce the rent to 7d., at the same time shortening the currency of the lease to fifty years. The Charity Commissioners would probably have forbidden any more liberal terms. The Committee would not recommend this bargain; but the Council was disposed to measure the value of the ground by the urgent necessities of the district, and the representatives of Ladywood Ward carried by 33 votes to 26 an instruction to the Committee to accept the lease. The sum voted for making the ground was £800, and the date of opening the 22nd of June, 1897.

Queen's Park.

The last of the new parks is the Queen's Park at Harborne, provided by subscription of the inhabitants of that suburb in commemoration of the Diamond Jubilee. The subscription was started with an anonymous offer of £1,000, and was supported by all classes. On April 29th, 1897, Mr. H. A. Wiggin, the Chairman of the Committee, wrote to the Mayor offering to the City the land, about ten acres, purchased by the subscribers for £2,300. The Council authorised an expenditure of £2,000; and the park was opened by the Lord Mayor on the 5th of October, 1898. It was stipulated by the donors that "children should be particularly cared for, and a portion of the land specially appropriated for their use."

CHAP. VII.

—
Nechells
Recreation
Ground.

The land at Nechells in the possession of the Gas Committee, the use of which for purposes of recreation had been permitted since 1878, was placed under the management of the Baths and Parks Committee on February 22nd, 1892. The Gas Committee spent £600 on the improvement of the ground, and undertook to provide for its maintenance. It was understood that they might at any time resume occupation when they required the land for the extension of the gas works; and therefore, although it received the consecration of a formal re-opening by the Mayor, it has not been included in the list of parks.

Music in
the Parks.

In 1893 an attempt was made by some members of the Clef Club to organise a series of concerts in the parks. The scheme was taken up by local committees, and the Council did what lay in their power to help by the provision of bandstands; but it was ruled that there was no authority either in any general Act or in the Consolidation Act to contribute to the expense. A plan borrowed from Bradford was therefore adopted, and the promoters of the concerts permitted to sell programmes and take collections. From 200 to 250 concerts were given each summer, the Police Band contributing the larger part of the music. The people flocked in encouraging numbers to hear the band play; but the pennies left in the collecting sheets were commonly less numerous than the audience. In 1899 the Corporation acquired the power to spend not more than £500 annually on music by a clause inserted in the Bill authorising the purchase of the Electric Light undertaking.

Finance.

The expense of maintaining these parks, and of providing interest and sinking fund on the capital outlay, is shown in the following table. It will be seen that the additions described above have resulted in an increase of about 33 per cent. in the annual cost, but that it still does not largely exceed the yield of a penny rate.

CHAP. VII.

YEAR.	Receipts.	Payments.	Capital Expenditure at end of Year.	Outstanding Debt.
	£	£	£	£
1885	578	8,670	71,878	53,355
1886	560	9,454	72,154	55,946
1887	629	7,710	72,154	54,875
1888	673	8,192	72,269	53,883
1889	781	8,451	73,842	53,193
Jan. to Mar.				
1890	55	1,096	75,342	55,695
1890-1	673	8,034	76,037	55,190
1891-2	728	8,743	77,356	55,217
1892-3	1,557	10,366	89,417	65,840
1893-4	897	10,608	92,443	66,335
1894-5	755	10,670	93,258	65,210
1895-6	860	11,791	93,597	62,530
1896-7	875	10,873	94,902	61,713
1897-8	752	10,729	95,813	60,516
1898-9	898	11,716	98,723	61,149
1899-1900.....	1,109	12,049	101,454	61,393

CHAPTER VIII.

FREE LIBRARIES, ART GALLERY, AND SCHOOL OF ART.

I.—THE LIBRARIES.

II.—THE ART GALLERY.

III.—THE SCHOOL OF ART.

I.—THE FREE LIBRARIES.

Chairmen of the Free Libraries Committee.

1884-1893.—G. J. JOHNSON.

1893-1894.—T. S. FALLOWS.

1894-1897.—CHARLES GREEN.

1897-1898.—G. J. JOHNSON.

1898-1899.—R. W. HAINES.

So far as the Central Reference Library is concerned, there is little to record except the steady accumulation of books. On May 1st, 1885, the number of volumes was returned as 75,230. Of these 6,184 had been saved from the fire in 1874, 19,079 were gifts, and 49,967 had been purchased at a cost of £18,020. No part of this expense had fallen on the rates. It had been met partly by the £9,027 received from the insurance companies, partly by the fund contributed by subscription, of which £7,015 still remained in the hands of the Borough Treasurer. During the ensuing fourteen years the number of books was almost doubled. In 1899 there were 143,500 volumes in the library, of which 34,950 were gifts.

CHAP. VIII.
Section 1.

—
The Reference
Library.

CHAP. VIII.
Section 1.
—

In 1885 the Committee obtained leave to borrow £2,800 for the structural alterations necessary to provide a perpendicular division between the library and the premises of the Midland Institute. There had been some overlapping, the laboratory of the Institute being above the entrance hall of the library. This arrangement gravely increased the risk of fire. The Council of the Institute met the Committee in a liberal spirit, selling their interest in the parts of the building concerned for the cost of construction only, and making no claim in respect of the land. In September, 1885, the accommodation of the library was enlarged by the removal of the collection of works of art from the temporary to the permanent Art Gallery.

Acquisitions.

The Reference Library has always been intended as an instrument of instruction in all branches of study commonly pursued, and for students and enquirers of all classes. Apart, therefore, from the famous, and still unique, Shakespeare Memorial Library,* it has few special features, and contains few curiosities. Special care has, however, been taken to make the collection of books and unpublished documents relating to local history and antiquities as complete as possible. In this department some important acquisitions deserve notice. In 1886 the Library acquired by purchase, at a cost of £225, the collection of Warwickshire drawings made, about the year 1821, by the Earl of Aylesford, for the purpose of illustrating Dugdale. It includes 174 engraved portraits, and 732 drawings, in water-colour or sepia, of churches, country seats, castles, and the like. Two original documents of the foundation and endowment of the chaplaincy of Saint John in Deritend—an agreement dated 1381 and a license dated 1383—were purchased and deposited in the library. A transcript was made of the survey of Birmingham, taken in the first year of Mary, 1553. Attention had been called to this document by Mr. R. W. Gillespie of Walsall, who supplied a translation of the abbreviated Latin of the original. Later, transcripts were obtained of other extracts, relating to Birmingham, from the national records, and from the Warwickshire collection preserved at Stratford-on-Avon. In 1890 a manuscript book in which the High Bailiff had entered his official

* In March, 1900, the Shakespeare Memorial Library contained 10,684 volumes, in twenty-eight different languages. The number of volumes at the beginning of 1885 was 6,734.

record of public meetings held in the town from 1826 to 1832—a period of fruitful agitation—was discovered in the office of a firm of solicitors, and presented by them to the library. Among other gifts the most noteworthy were a Byron collection, 110 volumes, presented by Sir Richard Tangye; Lord Vernon's folio Dante, by Lady Vernon; and 94 volumes of the records of the American Civil War, by Mr. Lamont, Secretary of War at Washington.

CHAP. VIII.
Section 1.

In 1889 the limits imposed by public opinion upon expenditure not commended by considerations of utility, were instructively illustrated. The well-known Shakespearian scholar, Mr. J. O. Halliwell-Phillipps, moved by a desire that his "Collection of Shakespearian Rarities" should remain after his death in this country, had instructed his executors to offer the collection for £7,000 to "the Corporation of Birmingham, in the county of Warwick, where, as the leading town of Shakespeare's native county, such a collection would be appropriately located." If this offer were not accepted within one year of the death of the testator, the trustees were to keep the collection until they were able to sell it for not less than £10,000. Mr. Timmins made a detailed report upon the collection, and it was also examined for the Committee by the Chairman, the Librarian, and Mr. Powell Williams. Upon their favourable report, the Committee recommended the Council to purchase the collection. The Free Libraries Act does not authorise the borrowing of money for the purchase of books; but there were precedents which encouraged the expectation that the Local Government Board would, in such special circumstances, sanction a short-term loan. The cost to the town would be a rate of one-ninth of a penny for ten years. But the recommendation was not unanimous; and it is commonly found that a Council is disposed to examine with special severity recommendations of extraordinary expenditure made by a committee that includes persons who are not members of the Council and therefore not immediately responsible to the ratepayers. In spite of the ingenious plea that American pilgrims to Stratford would extend their journey to Birmingham to see the collection, to the commercial advantage of the town, an amendment was carried by which the consideration of the proposal was deferred until it should have been ascertained whether private liberality would contribute any considerable part of the purchase money. The response made to the first appeal for subscriptions was so

Refusal to
Purchase
the Halliwell-
Phillipps
Collection.

CHAP. VIII.
Section 1.The
Librarian.

discouraging that the Committee had no heart to press the matter further ; and the offer was finally declined.

On June 30th, 1898, Mr. J. D. Mullins, who had held the office of Chief Librarian for thirty-three years, retired under the new superannuation scheme. "It is difficult," said the Committee, "to overstate the benefits which the Free Libraries have derived from his careful and judicious choice of books, and his selection of efficient assistants." His successor was Mr. Alfred Capel Shaw, who had been in the service of the Library for twenty years. Later in the same year the Library sustained a still more serious loss by the resignation from the Committee of Mr. Sam. Timmins, whose devotion to the work, already recorded in this History, is commemorated by the bust which stands in the place of honour in the Reference Library. The Council declared by resolution its appreciation of his "unstinted service and valuable counsel," and of his liberal benefactions to the libraries.

Retirement
of Mr.
Timmins.

Lectures.

The free lectures upon the Books in the Library, of which four have already been mentioned (ii., 235), were continued in 1885 and 1886. Mr. Timmins lectured on the books in the Shakespeare Library ; Mr. Councillor Johnson supplemented his former lecture on Law books by another dealing with books on Legal and Constitutional History ; Professor Hillhouse gave a second lecture on Botanical Works. Books on English History were treated by Mr. Osmund Airy ; books on Geology by Professor Lapworth ; those on Chemistry by Professor Tilden ; and Biographies by Mr. Bunce. The whole series of eleven lectures was published. In 1891 the Committee reported the completion of the first catalogue of the Reference Library, the compilation of which had taken seven years. The publication of this catalogue enabled the Committee more conveniently to seek the advice of persons expert in different branches of literature as to the choice of books still required for the due completion of the Library.

Taxation of
Libraries.

Two other incidents may be briefly noticed. In 1896 the Committee contributed to the cost of the successful appeal made by the Manchester Free Libraries Committee to the House of Lords against the decision of the Court of Appeal in the case of *Manchester v. McAdam*. The Lords, reversing this decision, held that Free Libraries are Literary Institutions within the meaning of the Income Tax Act, 1842, and are therefore exempt

from the payment of Income Tax. In 1887 the Library Association of the United Kingdom held meetings in Birmingham under the presidency of Mr. Alderman Johnson, Chairman of the Free Libraries Committee. One result of this meeting was that the Committee adopted the plan, recommended in a paper read before the Association, of permitting free access to dictionaries, encyclopædias, and other books of reference.

The most important part of the work of the Free Libraries Committee, during the period covered by this volume, was a very large extension of the Branch Libraries. There was a long intermission of this work, due in part, as we may suppose, to the disaster of January, 1879, in part to the demands made on the public purse by projects undreamed of when the Free Libraries Act was adopted. More than a quarter of a century separates the opening of the fourth from that of the fifth Branch Library. Between 1889 and 1898 five entirely new libraries were erected and equipped, and extensive alterations and improvements made in two of the four existing branch libraries. The total capital cost of these valuable additions to the equipment of the City was, in round figures, £30,000. It will be convenient to exhibit the work at once in a tabular form.

CHAP. VIII.
Section 1.
—
The Library
Association.

Large
Extension
of Branch
Libraries.

New Libraries.	Area of Site.	Architects.	Memorial Stone Laid.	Date of Opening.	Cost.
	Yds.				£
Bloomsbury...	511	Cossins & Peacock.....	April 18, 1891	June 4, 1892	5,051
Harborne	416	—	—	Aug. 27, 1892	2,397
Spring Hill ...	816	Martin & Chamberlain	April 13, 1891	Jan. 7, 1893	5,996
Small Heath...	600	H. Martin	Jan. 14, 1893	Dec. 31, 1893	7,444
Balsall Heath	670	Cossins & Peacock.....	May 18, 1895	April 18, 1896	6,065
Improved and Enlarged.					
Adderley Park	—	City Surveyor.	—	Oct. 14, 1893	1,592
Deritend	—	Cossins & Peacock.....	—	Mar. 19, 1898	1,694

This enterprise was not begun without mature deliberation. The scheme for erecting three libraries at Spring Hill, at Small Heath, and at some site convenient for Nechells and Duddeston, was put before the Council as early as June 19th, 1885; but the

Bloomsbury,
Spring Hill,
and Small
Heath
Libraries.

CHAP. VIII.
Section 1.
—

Committee deferred any positive recommendation until the School of Art and the Art Gallery should be completed, and their permanent demands on the Free Library Rate ascertained. Four years elapsed before the Committee, putting in its claim for a share in the new revenue expected to accrue by the operation of the Local Government Act, asked for and received authority to purchase sites, obtain plans and estimates, and enter into contracts. The first rough estimate of the cost of the three libraries was £15,300, or £3,191 less than the expenditure ultimately incurred. On this basis, the annual charge for interest, sinking fund, and maintenance would be the equivalent of a rate of one-third of a penny; while the first purchase of books, which could not be charged to capital account, would cost one-third of a penny rate for one year only. With the consent of the Estates Committee a site at the corner of Spring Hill and Ickniel Street, already the property of the Corporation, was allocated for the library. For the Bloomsbury Library, land at the corner of Lingard Street and Saltley Road was bought at 20s. a yard. At Small Heath a piece of land at the corner of Green Lane and Little Green Lane was purchased. Its area was 3,500 yards, and the cost £3,075, or 17s. 7d. a yard. Of this land the Baths and Parks Committee took 2,452 yards for a new bath that had been promised to the same fortunate neighbourhood, and the Public Works Committee 448 yards for the widening of the road.

Harborne
and Balsall
Heath
Libraries.

The building had hardly begun when the scheme was enlarged in accordance with the pledges made to the districts added to the City in 1891. Saltley was content with an undertaking to improve the accommodation at the Adderley Park Library; but new libraries had been promised to Harborne and Balsall Heath. There was little delay in satisfying the claims of Harborne. The Masonic Hall, a leasehold building with 82 years unexpired on March 20th, 1892, and subject to a ground rent of £13 3s. 4d., was offered to the Corporation for £2,000. It was well suited to the purpose; and the terms were so advantageous that the Committee found it better to accept them rather than to avail themselves of a freehold site offered as a gift by the liberality of Mr. Henry Wiggin, M.P. There was some difficulty in finding a suitable site at Balsall Heath. Ultimately, as in the case of Small Heath, the Committee joined with the Baths and Parks Committee in the purchase of land for

the Library and a Public Bath. The cost of the 600 yards at first allotted to the Library was £823.

CHAP. VIII.
Section 1.

The success of all the new Libraries was striking and immediate. The daily issue of books from the Library in Moseley Road at once exceeded the record of any of the older Branch Libraries, and approximated to the issue from the Central Lending Library. In the year 1897, the first complete year throughout which all the libraries were open, the number of books issued from the five new libraries was 512,354; from the five older libraries, including the Central Lending Library, 351,166. If the books taken from the shelves and read at the Reference Library are counted in, the grand total for this year becomes 1,252,682.

Success of
the New
Libraries.

The following statistics continue the table given in vol. ii., p. 221. The decrease in 1891 in the number of volumes contained in the Lending Libraries was due to the removal of obsolete periodicals and three-volume novels that were no longer in demand. The Reference Library was closed for two months in the year 1894.

Statistics.

YEAR.	REFERENCE LIBRARY.		LENDING LIBRARIES.		Total Number of Volumes issued.
	Number of Volumes in Library at end of year.	Number of Volumes issued during year.	Number of Volumes in all the Libraries at end of year.	Number of Volumes issued during year.	
1885....	80,000	364,055	55,475	179,736	843,791
1886.....	88,000	384,124	57,349	478,903	863,027
1887.....	94,650	404,552	58,004	509,372	913,924
1888.....	99,500	419,056	58,658	542,901	961,957
1889.....	102,352	387,782	59,849	530,900	918,682
1890.....	106,489	343,118	60,766	504,575	847,691
1891.....	110,759	375,092	58,471	480,004	855,096
1892.....	114,956	451,286	64,554	525,709	976,995
1893.....	119,476	460,066	67,967	666,774	1,126,830
1894.....	123,962	377,302	76,336	795,711	1,173,013
1895.....	129,600	394,982	79,897	818,312	1,213,294
1896.....	133,590	381,690	88,511	834,957	1,216,647
Jan.-Mar.					
1897....	134,744	103,590	89,982	233,337	336,977
1897-8...	138,643	400,790	94,634	865,772	1,266,562
1898-9...	142,960	392,614	99,258	913,285	1,305,899
1899-1900	147,843	315,663	102,637	880,747	1,226,410

The following table exhibits the expenditure from year to year of the Free Libraries Committee.

Finance.

CHAP. VIII.
Section 1.

YEAR.	Expenditure.	Capital Outlay during year.	Capital Outlay at end of year.	Outstanding Debt at end of year.
	£	£	£	£
1885	10,532	1,507	79,690	70,046
1886	10,086	1,474	81,164	70,743
1887	11,326	—	81,164	69,846
1888	10,065	—	81,164	68,989
1889	10,001	—	81,164	68,133
Jan.-Mar.				
1890	2,536	514	81,678	68,646
1890-1	10,336	475	82,153	68,264
1891-2	10,872	7,264	89,418	74,672
1892-3	13,159	5,121	94,539	78,578
1893-4	14,061	7,831	102,369	85,031
1894-5	14,761	2,445	104,814	85,975
1895-6	14,409	3,600	108,414	87,909
1896-7	15,416	1,643	110,057	87,121
1897-8	15,481	1,450	111,507	86,885
1898-9	16,422	244	111,751	85,185
1899-1900 ..	17,226	—	111,751	83,423

II.—THE MUSEUM AND ART GALLERY.

CHAP. VIII.
Section 2.The Art
Gallery.

It has already been recorded (ii., 242) that the difficulty of finding funds, within the statutory powers of the Corporation, for an Art Gallery was met in the year 1880 by an arrangement under which, in consideration of the grant of land belonging to the Corporation as the site of offices for the Gas Department, the Gas Committee undertook the expense of building a Gallery as the upper storey of their offices. In consequence of this arrangement the funds of the Art Gallery have not been burdened with interest and sinking-fund charges on any capital expenditure, except for the outlay on permanent fittings.

Opening
by the
Prince of
Wales.

The new Gallery, of which a description has already been given, was formally opened on the 28th of November, 1885, by the Prince of Wales. The Prince, having received and acknowledged an address from the Corporation in the Town Hall, proceeded thence to the Art Gallery by a covered way provided for the occasion; and, having traversed the Gallery and declared it open, was entertained at luncheon in the Council House by the Mayor.

The opening of the Gallery was also celebrated by important additions to the collection. Pictures were presented by Mr. Alfred Elkington, Mr. J. H. Chance, Mr. Richard Peyton, and Mr. Councillor Michael Davis. Mr. Richard Tangye and Mr. George Tangye presented a large and varied collection, 184 pieces in all, of Wedgwood ware; Messrs. Elkington several bronzes of their own manufacture; and Mr. John Feeney the first instalment of the Feeney Collection of works illustrating the art of many nations. Mr. Feeney's first gift included specimens of Japanese enamel (68 pieces), Chinese bronze (73 pieces), Japanese porcelain (98), Chinese and Japanese lacquer (100), Chinese and Japanese silver (208), and Japanese armour and swords. Mr. Feeney continued for some years to make large additions to this collection, which, while especially rich in Oriental and Asiatic work—Persian, Turkish, and Damascene, as well as Far Eastern—includes also specimens of Scandinavian, German, French, Spanish, Austrian, and Russian handicraft. In 1887 the Committee reported that the collection, which then comprised 1,154 pieces arranged in twenty-two cases, was complete; but since this date further additions have been made by Mr. Feeney's liberality. The whole collection now numbers 1,693 pieces.

CHAP. VIII.
Section 2.

Gifts.

The Feeney
Collection.

The popularity of the Gallery was from the first very remarkable, and stimulated the generosity of donors. It is not possible to give here a complete catalogue of the numerous gifts. The following list of benefactors to the Museum is intended to be complete for the fifteen years from 1885 to 1899. It includes the names of those who bequeathed works of art by will.

List of
Benefactors.

Mr. William Agnew
Mrs. W. C. Aitken
Dr. Anthony
Mr. Kenneth Austin
Mr. Arthur Barnard
Mr. Barnett Barnett
Mr. Philip Barrington
Mrs. Lansdowne Beale
Mr. Joseph Beattie
Mr. F. S. Bolton
Mr. James Botham
Misses Bunce
Mr. F. E. Carrier
Mr. Charles Cartwright
Mrs. Samuel Cecil
Mr. J. H. Chance

Rev. Greville Chester
Mr. Alderman Clayton
Mr. Cregoe Colmore
Mr. Henry Davis
Mr. Councillor Michael Davis
Mr. Arthur Dixon
Mr. Robert Dunthorne
Mr. Allen Edwards
Rev. Canon Eliot
Mr. Alfred Elkington
Mr. James Elkington
Messrs. Elkington and Co.
Mrs. Allen E. Everitt
Mr. John Feeney
Mr. J. F. Feeney
Mr. F. G. Flinn

CHAP. VIII.
Section 2.
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Mr. A. E. Fowlie
 Mr. John Fullwood
 Mrs. Gibson
 The Children of Mr. W. Gibson
 Sir John Gilbert, R.A.
 Dr. George Gore, F.R.S.
 Mr. Felix Hadley
 Miss Hanson
 Mr. Charles Harding
 Mr. Frederic Hill
 Mr. F. Jeffrey Hill
 Sir John Holder
 Mr. James R. Holliday
 Mr. F. W. Holmes
 Mr. J. Satchell Hopkins
 Mr. George Hunt
 Mrs. Christopher James
 Mr. Samuel Jevons
 Mr. Councillor G. H. Johnstone
 Dr. George Jones
 Mr. J. Alfred Jones
 Mr. B. H. Joseph
 Right Hon. Alderman William
 Kenrick
 The Daughters of Mr. Timothy
 Kenrick
 Mr. Wilson King
 Lady Leighton
 Miss Lines
 Mr. F. T. Lines
 Mrs. Lloyd
 Misses Long
 Mr. J. Courtenay Lord
 Mrs. Howard Luckcock
 Mr. R. J. R. Mackenzie
 Mrs. Marigold
 Mr. G. A. Meakin
 Mr. J. T. Middlemore, M.P.
 Mr. William Middlemore
 Mr. John Miller
 Mr. Joseph Moore
 Mr. William Morris
 Mr. C. Fairfax Murray
 Mr. George Myers
 Mr. Walter Myers
 Mrs. Nettlefold
 Mr. J. Padmore
 Mr. William Pearce
 Prof. W. M. Flinders Petrie

Mr. J. H. Pearson
 Mr. Richard Peyton
 Mr. Albert Phillips
 Mr. J. Palmer Phillips
 Miss Elisabeth Phipson
 Mr. A. C. G. Plant
 Messrs. Thomas Prime and Son
 Mrs. Redgrave
 Prof. W. B. Richmond
 Sir Charles Robinson, F.S.A.
 Mr. E. Neville Rolfe
 Miss Roper
 Miss A. Round
 Mr. Charles Rudd
 Dr. Schofield
 Mr. Walter Scott
 Mr. Alfred St. Johnston
 Mrs. Silvester
 Mrs. Talbot
 Mr. George Tangye
 Sir Richard Tangye
 Mr. Sam Timmins
 Mr. Edmund Tonks
 Mr. J. W. Tonks
 Mr. Albert E. Trout
 Mrs. Turton
 Mr. W. J. Wainwright
 Mr. R. K. Wake
 Mr. Henry Wallis, R.W.S.
 Mr. George Wallis, F.S.A.
 The Children of the late George
 Wallis
 Mr. F. Walton
 Mr. Lloyd Webb
 Mr. George Wilkinson
 Right Hon. J. Powell Williams,
 M.P.
 The Bingley Hall Exhibition
 Committee
 The Egypt Exploration Fund
 The Gorham Company, New York
 The Trustees of the British Museum
 The Trustees of the Public Picture
 Gallery Fund
 The Royal Geographical Society
 The Small Arms Company
 The Society for the Preservation of
 Pictorial Records of Ancient
 Works of Art

The gifts of Mr. Alderman Kenrick, Chairman of the Museum and School of Art Committee since 1884, include the famous

Millais, "The Blind Girl," given in 1892 as a memorial of the Pre-Raphaelite Exhibition; two architectural drawings by S. Prout and R. H. Newman (1893); and the picture "Sweet Water Meadows of the West" (1893), a noble example of the work of J. W. North. In 1898 Alderman Kenrick and Mr. J. R. Holliday jointly presented three cartoons for stained-glass by Sir Edward Burne-Jones. At the same time the same artist's "Elijah" was given by Sir John Holder, Mr. J. T. Middlemore, and Mr. John Feeney. Mr. Holliday had presented in the same year, in memory of his father, Mr. William Holliday (Mayor, 1863-4), Henry Moore's "By Stress of Weather Driven."

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Notable
Additions
to the
Collection.

At the sale in 1898 of the works of Sir Edward Burne-Jones, several examples were acquired by the Art Gallery Purchase Committee; and Mr. Charles Fairfax Murray presented six large cartoons for stained-glass windows by Burne-Jones, and two cartoons by William Morris.

In 1887, the principal gifts were a fine collection of carved stone capitals from the Castel de Mondolfo, Italy, presented by Sir Charles Robinson; a collection of Birmingham jewellery and metal-work, from the Bingley Hall Exhibition Committee; three examples of the Birmingham landscape painter, F. H. Henshaw, given by Mr. J. P. Phillips, Mr. Felix Hadley, and Mr. John Padmore; and a masterpiece by George Morland, entitled "Pigs," by Mrs. Howard Luckcock. In 1889-90 the Gallery was enriched by works by J. MacWhirter, R.A., H. Stacey Marks, R.A., and Frank Walton, bequeathed by Mr. Joseph Beattie; a unique collection of carved ivories, and a collection of books, illuminated missals, and printed books, presented by Mr. Samuel Jevons. In 1891 Mr. Richard Peyton presented "The Departure of the Fishing Fleet, Boulogne," by Chevallier Tayler; and in 1892 several interesting works were bequeathed by Mr. William Middlemore. Forty-two drawings of "Old Birmingham" by Samuel Lines, S. R. Lines, F. T. Lines, and H. H. Lines, were presented in 1893 by Mr. F. T. Lines.

During 1895-96 the Gallery received important gifts, including Professor Flinders Petrie's collection of forty-two pieces of Lybian pottery from Upper Egypt, and a most admirable example of the Warwickshire painter, Thomas Baker, from Sir John Holder. The most noteworthy addition to the collection was Holman Hunt's

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masterpiece, "The Finding of the Saviour in the Temple," presented by Mr. J. T. Middlemore. In 1897-98 the collections were enriched by Mr. Charles Harding's gift of a fine example of W. Bouguereau, entitled "Charity"; Logsdail's "Piazza of St. Mark's, Venice," presented by Sir John Holder; the various works by Sir Edward Burne-Jones, already referred to; and twenty-two fine specimens of Indian arms and armour, from Mr. G. A. Meakin. In 1899 the most important gifts were a superb example of Copley Fielding, presented by Mrs. Christopher James; a water-colour drawing of "Spithead" by Edward Duncan, from Mr. J. R. Holliday; and a marble group, "Iona and Nydia," by Cardwell, presented by Mrs. Lansdowne Beale. Particular mention must be made of the water-colour drawings by T. M. Rooke, presented by the subscribers to the Society for the Preservation of Pictorial Records of Works of Art. Such a collection can be found in no other Gallery.

In 1898 Mr. Middlemore offered a collection of pictures by Burne-Jones, G. F. Watts, and Holman Hunt, on condition that the city would "build a suitable gallery for the display of the works of art which it possessed." He intimated that the offer would be withdrawn if there were any undue delay in the erection of the new gallery. By this time the gallery was so full that room for new gifts could be found only by displacing works of undoubted merit. Mr. Middlemore's gift would have been the most valuable ever received by any provincial art gallery; but the Council, intimidated by the cry of economy, declined to fulfil the condition attached to the offer. At the same time Lady Burne-Jones intimated that she had bequeathed to the city the portrait of her husband by G. F. Watts. "Birmingham," she wrote, "has always treated her son with honour; and I am glad thus to show my recognition of the fact."

In 1893 Sir John Gilbert, R.A., announced that for some years he had retained in his own possession all the pictures he had painted, and proposed to divide the collection so formed among the Art Galleries of London, Liverpool, Manchester, and Birmingham. The keeper, Mr. Whitworth Wallis, made a selection of twenty-two works for Birmingham, mostly characteristic sketches and small finished pictures.

At the time of the opening of the new gallery the Art Gallery Purchase Fund, initiated by Messrs. George and Richard Tangye's

gift of £10,000 (ii., 244), had been raised by further donations and by accumulations of interest to £19,457, of which £6,631 had been already expended. The Committee appointed to administer this fund continued their labours until November, 1899, when, having expended all the money entrusted to them except a small balance of £43, they were relieved of their duties. The balance was transferred to the Museum and School of Art Committee. The final Statement of Accounts of this Fund, issued on the 30th of September, 1899, was as follows.

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The Art
Gallery
Purchase
Fund.

RECEIPTS.			
	£	s.	d.
To Donations and accrued Interest thereon	22,898	15	10
" Grants from Science and Art Department	484	5	8
	<u>£23,383</u>	<u>1</u>	<u>6</u>
EXPENDITURE.			
	£	s.	d.
By Paintings, as under:—			
Already purchased.....	13,372	3	0
" Balance appropriated to formation of Collection of Water-Colour Drawings	37	10	0
" Appropriated to purchase of Folio of Photogravures of Works of Sir Edward Burne-Jones	65	0	0
	<u>13,474</u>	<u>18</u>	<u>0</u>
" Industrial Art Objects, including carriage, storage, fittings, insurance, cases, etc.	9,865	14	6
" Balance unappropriated.....	42	14	0
	<u>£23,383</u>	<u>1</u>	<u>6</u>

The following is a list of the pictures purchased by the Committee since 1884.

WATER COLOURS.

		£	s.	d.
1890	Moorland.....	T. Collier, R.I.	180	0 0
	In Wonderland	J. H. Henshall. ...	125	0 0
	Cumberland Lake Scene ...	J. B. Pyne	45	0 0
	Coast Scene.....	R. P. Bonington	125	0 0
	Church Porch at Tours	S. Prout	55	0 0
	" O! for the Touch of a Vanished Hand "	Walter Langley	200	0 0
1891	Valewood Farm	Mrs. Allingham, R.W.S. ...	57	15 0
	Old Cottage at Pinner	Mrs. Allingham, R.W.S. ...	63	0 0
	Grave of the Coaster.....	Albert Goodwin, R.W.S.....	40	0 0

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			£	s.	d.
1891	Sunset on the Sussex Downs ...	J. Aumonier, R.I.....	47	5	0
	Falls of Schaffhausen	J. M. W. Turner, R.A.	500	0	0
	Shellfish	W. Hunt	95	0	0
	Windsor Castle	A. W. Hunt, R.W.S.	157	10	0
	The Star of Bethlehem.....	Sir E. Burne-Jones	2,000	0	0
	Bray Church on the Thames ...	Peter de Wint	105	0	0
1892	Sir Galahad.....	D. G. Rossetti	157	10	0

OIL PAINTINGS.

1886	The Newhaven Packet.....	Henry Moore, A.R.A.	500	0	0
	Homeward	C. Napier Hemy, R.I.....	300	0	0
1887	Two Gentlemen of Verona	W. Holman Hunt	1,050	0	0
1888	The Village Philharmonic	Stanhope A. Forbes, A.R.A.	250	0	0
1891	The Last of England.....	Ford Madox Brown.....	420	0	0
	Beata Beatrix.....	D. G. Rossetti	600	0	0
	The Widow's Mite.....	Sir J. E. Millais, R.A.....	1,200	0	0
	The Doubtful Coin.....	J. F. Lewis, R.A.	1,785	0	0
1892	The Annunciation	Arthur Hughes.....	78	15	0
	The Nativity	Arthur Hughes.....	78	15	0
	Hayle from Lelant	Alfred East, R.I.	425	0	0
	Fish from the Dogger Bank ...	J. C. Hook, R.A.	820	0	0
1899	The Ten Virgins.....	W. J. Wainwright	500	0	0

The Public
Picture
Gallery
Fund.

The following pictures were chosen and presented by the Trustees of the Public Picture Gallery Fund.

1885	Audience at Athens during the Representation of <i>Agamemnon</i>	W. B. Richmond.
1890	Saint Paul's	Henry Dawson.
1891	A Roman Lady	G. F. Watts.
1894	The Old Gate (original sketch)	Fred Walker, A.R.A.
1897	Salisbury Cathedral	J. M. W. Turner, R.A.
	The Woman of Samaria	W. Dyce, R.A.
	Landscape	John Linnell, sen.
1898	Bishop of Rochester	Sir Joshua Reynolds, P.R.A.

The Trustees also, with the consent of the Council, accepted Mr. Briton Riviere's offer to exchange his picture of "The Poacher's Widow," acquired in 1880, for "Phœbus Apollo," a work of the maturity of his art.

Apart from the large number of important pictures acquired by the Art Gallery Purchase Committee, a sum of nearly £10,000 has been spent on objects of industrial and decorative art. No other Corporation Museum possesses such a collection. These objects have been acquired by the Keeper either abroad or in this country. In 1886-7 collections of Persian and Damascus ware were purchased by him in Egypt, and many objects from private

sources, and from the Indian and Colonial Exhibition. In 1889 Mr. Wallis made a special journey, extending over some months, to Southern Italy, Sicily, Tuscany, Umbria, the Marches, and Venezia, acquiring valuable objects in gold, silver, bronze, and other metals, jewellery, textiles, and embroideries, glass, carvings in marble, stone, and wood, and decorative ironwork. In 1891 a very fine collection of Venetian glass was purchased from Sir Charles Robinson. The sale of the Magniac collection provided opportunities for the purchase of choice specimens of gold and silversmiths' work, chiselled steel, etc.; and further purchases were made in Paris at the sale of the celebrated Spitzer collection. In 1895-6 several specimens of bronze, decorative ironwork, and enamelled jewellery were acquired in Berlin. A fine collection of forty-one examples of antique Roman glass from Mount Carmel and the Mount of Olives was purchased in 1889; and the disposal of the well-known Bardini collection provided the Museum with some good bronzes and majolica.

A special feature of the Museum and Art Gallery work has been the important catalogues issued by Messrs. Whitworth Wallis and A. B. Chamberlain, at 5s., 3s., 2s., 1s., 6d., and 1d. The higher priced catalogues of the Loan Collections, with illustrations, are now very valuable; and the sale of the cheaper catalogues has been enormous. There have been sixty-three catalogues issued since the opening of the Gallery, and a sale of more than a quarter of a million. Catalogues.

The Art Gallery was established not merely as the home of the permanent collections of the Corporation, but to provide free exhibitions of works of art selected and arranged with an educational purpose. From the first opening of the Gallery the Committee has provided such an exhibition in the autumn of nearly every year, receiving in this enterprise generous assistance from many owners of private collections. The following is a list of the Exhibitions. The figures in brackets indicate the number of visitors during the first three months. Loan Exhibitions.

1885-86. Paintings by G. F. Watts and Sir E. Burne-Jones (404,188). The eighty-one examples of Mr. Watts's art were for the most part lent by the artist himself.

1886. A Collection of works by F. H. Henshaw (181,514). At the same time a smaller collection of paintings by Walter Langley was exhibited.

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1887. Jubilee Exhibition of Engravings, Etchings, and Black-and-white drawings illustrating the history of the fifty years of Queen Victoria's reign. (197,929.)

1887-88. A collection of pictures by English Artists from the Manchester Jubilee Exhibition. (273,521.)

1888-89. The Collection of Portraits and Works of Old Masters belonging to Sir Thomas Barrett Lennard, Bart., of Belhus, Essex; with other works by Old Masters selected from other private galleries. (264,534.)

1889-90. Etchings by English Masters, and Etchings after English paintings. (166,213.)

1890-91. Collection of nearly 500 works in Oil, Water colour, and Sepia, by David Cox. (165,722.) The largest collection ever gathered together.

1891-92. Collection of works illustrating the Art of the Pre-Raphaelite Brotherhood. (258,589.) This exhibition was opened with an address on the Pre-Raphaelite School by Mr. William Morris. This Pre-Raphaelite exhibition was the most complete of its kind ever held.

1892-93. Works by living English Animal Painters (262,854).

1894-95. Works by living English Marine Painters (141,219).

1895. Exhibition of works of decorative art, including modern tapestries executed by William Morris from his own designs and those of Sir E. Burne-Jones, examples of typography and book-binding, designs for stained windows and mural decorations, and Mr. Samuel Chick's historical collection of laces.

1896-97.—Works in Oil, Water-colour, and Pencil, by W. J. Müller (137,488). This collection, to which seventy owners contributed, was the largest ever brought together of this artist's work.

1898. Pictures of the modern French School (132,846, in two months).

1899. Mr. C. Fairfax Murray's collection of Drawings by the Old Masters.

1899. Collection of seventy works of J. M. W. Turner, R. A. (118,799, in two months.)

The Gallery has also been used for the exhibition of photographs collected by the Committee of the Photographic Survey of Warwickshire, and of small collections of a special character,

such as bronzes, miniatures, chiselled steel work, arms and armour, to which her late Majesty Queen Victoria lent special examples from Windsor Castle.

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—

The conspicuous popular success of these exhibitions had one unfortunate result. They were commonly simultaneous with the Autumn Exhibition of the Royal Birmingham Society of Artists; and by providing a strong counter attraction, as well as by habituating people to expect to see pictures without payment, they impaired the attendances at those exhibitions, the success of which was a matter of importance to local artists. In December, 1892, the Officers of the Society addressed to the Committee a letter of remonstrance, suggesting, not that the free exhibitions should be discontinued, but that they should be held in the months during which the rooms of the Society were closed. The Committee, while anxious to minimise the injury done to the Society by their operations, held that it was their duty to serve the purpose of "rendering the Art Gallery educative as well as recreative" by continuing to exhibit from time to time illustrative collections of particular schools of Art. The collision of the Exhibitions of the Committee and the Society was inevitable, the former being held in the autumn because of the reluctance of owners to spare pictures from their houses except during the holiday season, and the latter because it was necessary to wait till the summer exhibitions of the London galleries had closed. The only concession which the Committee was able to make was to promise that in future only "small, carefully selected, and specially illustrative" collections would be exhibited, and that the period of exhibition should be so limited, if possible, as not to clash with the time of cheap admission to the gallery of the Society of Artists.

Remonstrance
of the
Society of
Artists.

The statistics of attendance show that these limitations resulted in a considerable falling off in attendances; but it is probable the number of persons visiting the exhibitions as students of art was not diminished, and that therefore the educational purpose on which the Committee laid stress did not suffer. Apart from the desire to avoid unnecessary injury to the Society of Artists, the difficulty of finding room for any considerable number of lent pictures was increased by the rapid growth of the permanent collection. Before the end of the period the Gallery was seriously overcrowded, and room for new acquisitions was made by transferring

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Success of
the Art
Gallery.

pictures to Aston Hall and to the Council House. Some account of a project for the provision of a new Art Gallery is given in the chapter dealing with the Estates Department.

To the conspicuous success of the Art Gallery it is possible to quote competent and impartial testimony. In 1890 M. Marius Vachon, reporting to the Ministère de l'Instruction et des Beaux Arts, described the Birmingham Gallery as the finest Museum in the provinces, and remarked that, with the single exception of the British Museum, no museum in England attracted so many visitors. He ascribed its success, so measured, to "the social and economical position of the population of Birmingham which lives and prospers solely by its artistic industries, to the development of public instruction, which surpasses that of all other towns in England, to a municipal pride carried to the highest degree by old traditions of Liberalism, and to the admirable organisation of the Museum itself." "The aim of the Museum," he added, "is very clear. It is sought to give to the public, to artists, and to artisans, models of industrial Art of the purest taste, the most beautiful forms, and the highest execution."

Aston Hall.

The care of the objects of Art preserved at Aston Hall was transferred from the Baths and Parks to the Museum and School of Art Committee in 1885, and that of the Hall itself in the following year.

The Keeper
of the
Gallery.

Mr. Whitworth Wallis, whose appointment as Keeper of the Art Gallery has already been recorded (ii., 247) continued to hold that office throughout the period covered by this volume. He has been solely responsible for the choice and arrangement of the works obtained on loan for the temporary exhibitions, and for the selection of the specimens of handicraft acquired by the Art Gallery Purchase Committee.

The Staff of the Gallery has handled the pictures and objects of art lent for exhibition without giving any owner reason to complain of damage. Throughout the history of the Gallery there has been no instance of injury done to the pictures and other exhibits by visitors.

The following table shows the number of visitors in each year to the Art Gallery and to Aston Hall.

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Statistics.

Year.	Art Gallery.	Aston Hall.
1886	1,165,666	141,700
1887	958,719	135,000
1888	1,081,899	156,000
1889	868,193	132,000
1890	704,601	121,000
1891	738,875	133,918
1892	770,709	144,288
1893	578,848	167,848
1894	609,011	173,640
1895	508,607	142,870
1896	554,109	129,978
1897	506,024	124,166
1898	603,440	171,965
1899	549,382	134,604

The following table exhibits the annual expense of the Art Gallery.

Year.	Expenditure.	Paid from Rates.	CAPITAL EXPENDITURE.		
			During Year.	At End of Year.	Outstanding Debt.
	£	£	£	£	£
1885	2,361	2,000	2,014	2,014	2,014
1886	3,296	2,728	846	2,860	2,860
1887	4,057	4,370	110	2,970	2,860
1888	4,383	4,234	58	3,028	2,803
1889	3,738	4,278	115	3,143	2,769
Jan.-Mar.					
1890	1,083	426	—	3,143	2,769
1890-1	4,293	4,117	148	3,291	2,763
1891-2	4,077	4,087	105	3,396	2,706
1892-3	4,543	3,856	—	3,396	2,541
1893-4	4,387	4,433	656	4,052	3,027
1894-5	4,223	4,269	—	4,052	2,834
1895-6	4,317	3,919	—	4,052	2,607
1896-7	4,582	4,367	—	4,052	2,228
1897-8	4,353	4,357	—	4,052	2,014
1898-9	4,512	4,023	—	4,052	1,670
1899-1900	4,587	4,181	—	4,052	1,480

III.—THE MUNICIPAL SCHOOL OF ART.

CHAP. VIII.
Section 3.

—
Completion
of the
School.

The second volume of this book contains an account of the provision made for the building of a Central School of Art by the liberality of Mr. Richard Tangye, Mr. George Tangye, Miss Ryland, and Mr. Cregoe Colmore. At the time of the publication of that volume the school was still building. It was completed in the summer of 1885, and was furnished and equipped before the opening of the autumn session of that year. The School of Art then passed from the care of the Birmingham Society of Arts to that of the Museum and School of Art Committee.

Cost of the
School.

The total cost of the building was £21,254. Of this amount Miss Ryland had provided £10,000, and Messrs. R. and G. Tangye £10,937. As the bank interest amounted to £361 there was a balance of £44 to transfer to the current account. For the equipment of the School the Council authorised a loan of £2,500 for furniture and fittings and of £200 for casts; and the Science and Art Department contributed sums of £965 and £68 for the same purposes.

Before the opening of the School Mr. Edwin Preston Hytch, a member of the staff of the Midland Institute, was appointed Secretary.

Constitution
and Conduct.

In their first general report, presented to the Council on the 4th of January, 1887, the Committee placed on record the arrangement under which the School was conducted, as follows:

“The name of the school is ‘The Birmingham Municipal School of Art,’ and under this title the school is recognised by the Government Department of Science and Art as an art school in connection with the Department.

“The Committee of Management consists of sixteen Members, namely, the Mayor (Alderman Martineau), Alderman Baker, Alderman Kenrick, M.P., Councillors Beale, Hardman, Martineau, Pollack, and Wallis, and Mr. W. Buncher (elected by the Town Council); and Messrs. John Bragg, J. T. Bunce, C. J. Hart, A. C. Osler (Councillor), Jonathan Pratt, Edwin Smith, and Edmund Tonks, permanent representatives of the Society of Arts, appointed under the Act by which the school was transferred to the Corporation. Mr. Alderman Kenrick is Chairman of the Committee. The Committee has appointed three Sub-Committees: 1, Management, of which Mr. Bunce is Chairman; 2, Finance, of which Councillor Wallis is Chairman; and 3, Visiting and Examinations, of which Mr. Bragg is Chairman. The Borough Treasurer (Mr. W. R. Hughes) is appointed Treasurer to the Committee. The banking account is kept at the Birmingham Joint Stock Bank. Messrs. Laundry and Co. are appointed Auditors.

The administrative staff of the school consists of a Secretary, Mr. E. Preston Hytch; a Curator, Mr. John Gough; two junior clerks, a caretaker, and a porter and stoker.

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Section 3.

"The income of the school is derived from students' fees, Government grants on results of students' work, and contributions approved by the Town Council out of the Free Library and Museum Rate.

"The teaching of the school is conducted at the Central School in Margaret Street (erected by Messrs. Sappote and Sons, from the design of Messrs. Martin and Chamberlain, on land given by Mr. W. B. Cregoe Colmore, with funds contributed by Miss Louisa Anne Ryland and Messrs. Richard and George Tangye), and in eight branch schools, held in the following schools belonging to the Birmingham School Board, namely: Cowper Street, Newtown Row; Dudley Road; Hope Street; Jenkins Street, Small Heath; Loxton Street, Bloomsbury; Moseley Road; Osler Street; Smith Street. These schools are chosen so as practically to bring art classes within easy reach of all parts of the Borough. The schools are rented from the School Board at the nominal amount of £4 10s. each per annum, the Board having thus met the Committee with a most liberal desire to co-operate in their work.

"The teaching staff consists of a Head Master (Mr. E. R. Taylor), who has the direction of the Central and Branch Schools, and who is assisted at the Central School by Mr. F. G. Jackson, the Second Master, and by twelve other masters and teachers. At the Branch Schools there are twenty-two masters and teachers; the full teaching staff of the Central and Branch Schools thus consisting of thirty-six.

"The school year consists of one session, divided into two terms, Autumn and Winter. At the Central School the Autumn Term begins on the 18th of September and ends on the 31st of January. The Winter Term begins on the 1st of February and ends on the 24th of June. The classes of the Central School are conducted on five days each week and meet at the prescribed hours, from 10 a.m. until 9.15 p.m. The terms of the Branch Schools are: Autumn, beginning September 13th and ending December 23rd; Winter, beginning January 3rd and ending May 3rd. The classes meet on five evenings in the week."

Such was the constitution of the first Municipal Art School in the United Kingdom. Other municipalities waited for the later legislation and special provision described in the chapter on Technical Instruction. Mr. Bunce has described (ii., 251-2) how Birmingham forestalled this legislation by obtaining powers in the Consolidation Act of 1883; but he has not mentioned that it was largely to his own foresight that the town owed this advantage. He continued to take an active interest in the School to the end of his life.

In view of the friction that elsewhere has resulted from the rivalry of educational authorities, it is proper to call attention to the acknowledgment, in the report just quoted, of the helpful co-operation of the School Board. The fortunate relations thus established between the School of Art Committee and the School

Co-operation
with the
School
Board.

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Section 3.

Board have continued without interruption. In 1888 an arrangement was made by which the Committee undertook the supervision of the instruction in drawing given in the Board Schools, and provided special classes for pupil teachers and candidate pupil teachers,—for boys at Margaret Street and for girls at Bristol Street Board School. Thus all the rate-aided instruction in Art throughout the City came under the control of the School of Art Committee.

Fees and
Endowments.

Immediately after the transfer of the School the salaries of some of the masters were revised, with the condition that each master should devote his whole time to the school. At the same time the scale of fees was reconstructed on the principle of maintaining reasonably high charges in classes attended by students who could afford to pay for their instruction, while making a substantial reduction in other classes, especially in the Branch Schools, that were chiefly used by students of the artisan class. The endowment fund transferred from the old school to the municipal school, according to the provisions of the Consolidation Act, amounted to £9,762. About one-third of this amount remained in the name of the surviving trustee, Alderman Kenrick. Scholarships and free admissions are provided by the interest of this fund. The capital fund, amounting with accumulations to £1,171, of the scholarship founded by Mr. Richard Tangye and Mr. George Tangye in commemoration of the name of the late Mr. John Skirrow Wright, was transferred separately. In September, 1886, a donation of £50 was received from Mr. Lawson Tait to found medals in commemoration of the name of Mr. John Henry Chamberlain. In 1887 the endowment fund was augmented by a legacy of £450 received under the will of Mr. William Middlemore.

Statistics.

The numbers of students attending the Schools in the last term before, and the three terms following, the municipalisation were :

	Autumn Term, 1884.	Autumn Term, 1885.	Winter Term, 1886.	Autumn Term, 1886.
Central School	482	706	652	707
Branch Schools :				
Cowper Street	—	—	—	96
Dudley Road	—	82	75	106
Hope Street	82	123	106	125
Jenkins Street	37	93	66	93
Dartmouth Street or Loxton Street	—	59	41	50
Moseley Road	67	104	87	142
Osler Street	73	106	67	91
Smith Street	105	166	188	177
TOTAL	846	1,439	1,282	1,587

For the sake of comparison, and in anticipation of the account given below of the growth of the Schools, the statistics for the last three sessions of the period are added.

	1897—98.	1898—99.	1899—1900.
Central School	1,140	1,274	1,332
Branch Schools :			
Chandos Road (Moseley Road)	242	171	134
Clark Street (formerly Osler Street)	119	126	131
Cowper Street	104	122	109
Dudley Road	151	180	224
Ellen Street (1887)	135	125	103
Grace Road, Sparkbrook (1897)	71	97	104
High Street, Harborne (1891)	112	104	84
Highfield Road, Saltley (1891)	96	75	101
Hope Street	238	248	260
Jenkins Street	214	240	236
Lingard Street (formerly Loxton Street)	136	163	175
Tindal Street or Moseley Road, Balsall Heath (1891)	221	232	336
Ratcliff Place (formerly Bristol Street) (1888)	288	265	347
Smith Street	107	137	129
Vittoria Street (1890)	498	459	466
TOTAL	3,872	4,018	4,268

The dates are those of the first opening of schools added to the original scheme. The three schools dated 1891 were added at the time of the extension of the City.

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Section 3.Success
of the
School.National
Competition.

In May, 1886, the Director for Art, in the annual report made by the Science and Art Department to Parliament, observed : " In Birmingham a large and well-appointed School of Art—perhaps the best in the country—has been erected in juxtaposition to the Museum, and it has seven affiliated branches. All are under the control of the municipal government ; and our Inspector reports that the organisation and administration are admirable." In the same year the Inspector reported : " With regard to the methods employed, one may say at once that the teaching is among the best in the country, and that all the branches of Art instruction are carried on with care and zeal." Later reports abundantly prove that this favourable impression has been steadily maintained. But the most satisfactory criterion of the success of the School is that afforded by the results of the national competition for medals and prizes, conducted annually by the Science and Art Department. In this competition the Birmingham School has for ten years in succession obtained the largest number of awards. The following table shows the number of prizes won in each year by the Birmingham students and by those of Glasgow and Manchester, their most successful competitors.

YEAR.	Birmingham.	Glasgow.	Manchester.
1885.....	35	11	40
1886.....	28	13	41
1887.....	47	20	40
1888.....	30	19	53
1889.....	36	17	68
1890.....	48	20	47
1891.....	49	21	40
1892.....	52	23	48
1893.....	81	21	19
1894.....	76	32	31
1895.....	77	34	19
1896.....	76	35	38
1897.....	61	57	36
1898.....	90	55	24
1899.....	76	43	19
Totals.....	862	421	563

The accommodation provided by the Board Schools, though sufficient for elementary instruction in drawing, has been found

inadequate when it was desirable to institute classes in a larger variety of subjects. It was thought of especial importance to provide a more fully equipped Branch School in that part of the town which is largely occupied by the workshops of goldsmiths, silversmiths, and jewellers. Accordingly, on the 9th of November, 1889, the Committee obtained the authority of the Council to acquire a leasehold property, with 30 years unexpired, in Vittoria Street, and to spend £2,000 in adapting it for the purposes of a Branch School of Art. This new school was rapidly completed, and was opened by the Mayor, Mr. Alderman Clayton, on the 18th of September, 1890, in time for the autumn session.

CHAP. VIII.
Section 3.

Vittoria
Street
Branch
School.

In the year 1890 the Committee reported that the Central School in Margaret Street was already crowded to its utmost capacity, and that there was a danger of the adjacent land being leased to a private occupier. The Committee therefore obtained permission from the Council to take this land, which is the corner plot of Margaret and Cornwall Streets, and has a frontage to the latter street of 120 feet and an area of 968 square yards, on a 99 years lease, at a ground rent of 5s. 6d. a yard. Mr. Colmore, who had given the land for the original school, contributed £1,000 to the cost of the extension. The first estimate of the cost was £13,000; the second estimate, made when the plans had been prepared by Messrs. Martin and Chamberlain, was £16,500; and the ultimate cost, including furniture and fittings, and the necessary alterations in the old building, was £17,798. This expenditure brought the total cost of the Central School to £56,844; but if the grants of the Department and the private benefactions are deducted, the net cost to the Corporation was £19,869. After the extension the Committee was able to claim that the School was now "the best and most complete School of Art in the United Kingdom." It was formally opened by Mr. Alderman Kenrick, M.P., on the 9th of September, 1893.

Enlargement
of the
Central
School.

Early in 1898 the Committee again called attention to the inadequacy of the Board School buildings for any but elementary teaching. It had however been necessary to extend the work of the Branch Schools, notwithstanding the disadvantageous conditions for advanced work, as the artisan population moved away from the centre to distances from which it was difficult to reach the central school after work hours. It was intimated

Moseley
Road
Branch
School.

CHAP. VIII.
Section 3.

that within ten years it might be desirable to establish three or four schools in specially-constructed buildings. It was proposed to begin this work at once by acquiring a plot of land with an area of 1,780 yards at the corner of Moseley Road and Lime Grove. The cost of the freehold was £2,250 ; and the estimated cost of the building £7,750. This recommendation was approved by the Council by a majority of fifty-four votes to eight. Some doubts which arose as to the sufficiency of the powers conferred by the Consolidation Act for the erection of Branch Schools were removed by a clause inserted in the Birmingham Corporation Act of 1899 (the Act authorising the purchase of the Electric Light undertaking), by which the powers of the Museum and School of Art Committee were extended to Branch Schools, Museums, and Galleries of Art. The memorial stone of the Moseley Road School was laid on the 8th of May, 1899, by Mr. Alderman Kenrick ; and in the following November the building was declared to be completed for the use of students.

Character-
istics of the
School.

Two prominent characteristics of the work of the School of Art deserve notice. In the first place, the Committee has organised the education of the City in Art into one complete and continuous system, the most advanced instruction in the Central School being organically connected with the teaching in the Board School classes where little boys are first taught to handle a pencil. In the second place, the instruction throughout is related and adapted to the industries of the City. The reproach that the multiplication of schools of art has resulted in a multitude of men struggling to make a livelihood by the production of pictures is not to be applied to the Birmingham School. It is a school of craftsmanship as well as a school of design. The school supplies instruction in all the processes of working in metals, stone, wood, clay, leather, and other materials, which are either essentially decorative or capable of being used for decorative effect.* The great majority of the

* "The curriculum of the Central School includes all branches of drawing, shading, painting, design, and modelling ; geometry, perspective, and sciography ; architecture and building construction. In addition to these subjects, qualified students are enabled to carry out their own designs, and to receive the necessary technical instruction in the following processes : repoussé, and kindred subjects, *e.g.*, niello, chasing, etching, and engraving on metal, damascening, filigree, and metal casting ; enamelling, cloisonné, champlevé, and Limoges ; wood and stone carving, drawing for book illustration, wood engraving, embroidery, and other

students have found employment in the workshops of the city ; indeed most of them are already working as artisans in the daytime while they attend the classes in the evening. Some weight may therefore be given to the favourable testimony implied in the friendly disposition of the master-manufacturers to the School ;— a disposition reflected in the readiness with which the Council has assented to every project of extension brought forward by the Committee.

CHAP. VIII.
Section 3.

It follows that the ultimate proofs of the value of the School are to be looked for in the gradual improvement, in respect of artistic qualities, of the output of the Birmingham workshops. In applying such a test it must be borne in mind that a manufacturer has to study the demands of the market as well as the artistic ideal and the canons of taste ; that the public sense of what is beautiful or suitable must be instructed before the full results of the better training of craftsmen is to be seen in show-cases and shop-windows ; and that therefore the School must for long be in advance of the manufactories. Another result to which the School is expected to contribute is the improvement of Birmingham architecture ; for architectural design and building construction hold an important place in the work of the School. At present the effect of this training is to be found in our suburban dwelling houses and churches rather than in the new buildings in the centre of the town.

Relation to
Local
Industries.

The School has constantly sought to keep in touch with the ideas, and to submit to the criticism, of the acknowledged masters of the Fine Arts. Among the artists who have delivered addresses to the students, or examined their work, are : Sir Edward Burne-Jones, A.R.A., Sir W. B. Richmond, K.C.B., R.A., Sir Charles Robinson, F.S.A., Mr. W. Holman Hunt, R.W.S., Mr. J. Aumonier, R.I., Mr. Walter Crane, R.I., Mr. G. H. Boughton, R.A., Mr. T. G. Jackson, R.A., Mr. E. Onslow Ford, R.A., Mr. W. J. Wainwright, A.R.W.S., Mr. W. R. Lethaby, and Mr. William Morris. " I have been much encouraged," said Mr. Morris in 1894, " with

Testimony
of Eminent
Artists.

needlework ; terra-cotta, silver casting, die-sinking, encaustic painting, leather work, the making of decorative cartoons, and working in fresco, gesso, tempera, oils, sgraffito, lithography, etc. Craftsmen, designers, architects, and others thus have the opportunity, not only of studying design, but of actual practice in executing their designs in the respective materials."—(E. Preston Hytch, in the *Builders' Journal*, March 21st, 1900.)

CHAP. VIII.
Section 3.

what I have seen of the enthusiasm, and aspirations toward the right road, of the Birmingham School of Art during the last few years." Mr. George Frampton, A.R.A., one of the two Directors of the London County Council Central School of Arts and Crafts, wrote in 1898, "It is the school that has done more for the Decorative Arts than any other in the country"; and Sir W. B. Richmond, on hearing this letter read, told the students that he did not think it "in the least degree exaggerated." "I know," he added, "that you have passed through many difficulties to establish yourselves upon the firm footing which you now have; and that firm footing is in a large degree due to your headmaster." Finally, we may quote the recent testimony of Mr. W. R. Lethaby, who said, (February 15th, 1901): "This school, in its great excellence and in the varied channels of its endeavours, is hardly a typical and representative institution. In many respects it must stand first in the kingdom; and it has done pioneer work in the direction in which future improvement in such institutions is to be hoped for."

Finance.

The following table shows the expenditure of the School of Art, and the part of its income, year by year, that is derived from the rates.

YEAR.	Expenditure.	Income from Rates.	CAPITAL EXPENDITURE.		Debt Outstanding at end of Year.
			During Year.	To end of Year.	
	£	£	£	£	£
1885.....	2,168	600	—	—	—
1886.....	5,440	2,939	2,695	2,695	2,695
1887.....	6,450	1,034	—	2,695	2,600
1888.....	7,654	2,965	—	2,695	2,501
1889.....	8,082	2,597	—	2,695	2,399
Jan.-Mar.					
1890.....	1,969	1,411	1,500	4,195	3,899
1890-1.....	8,922	3,736	1,858	6,053	5,651
1891-2.....	10,657	3,934	1,146	7,199	6,610
1892-3.....	11,122	3,781	4,229	11,428	10,646
1893-4.....	12,392	1,994*	9,731	21,159	19,875
1894-5.....	13,072	2,785*	1,860	23,019	21,216
1895-6.....	12,428	7,823	289	23,308	20,650
1896-7.....	12,447	6,751	—	23,308	20,025
1897-8.....	13,699	6,982	—	23,308	19,411
1898-9.....	14,468	7,622	3,489	26,797	22,266
1899-1900.....	15,786	9,167	5,071	31,868	26,683

*Add for these years £3,633 and £3,415 paid from the Exchequer Contribution Account.

The different sources from which the income of the School of Art is derived are shown in the following statement taken from the financial report for the year 1899-1900.

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Government Grant	£3,411
Class Fees	1,715
Payment by School Board and King Edward's					
School for Teachers' services	...	...	...	...	590
Endowments	...	...	...	...	389
Sale of Materials	...	...	...	...	281
Admission to Exhibition of Students' Work,					
and Miscellaneous Receipts	...	...	...	...	158
Contributions for Superannuation	...	...	...	...	211
Portion of Borough Rate transferred, being					
0·94d. in the £	...	...	...	...	9,167
Total	...	...	...	...	<u>£15,922</u>

The average expense of each of the 4,268 students is as therefore approximately 8s. to himself, £2 3s. to the City, and 16s. to the nation.

The number of persons forming the permanent staff of the School at the end of 1899 was 121, of whom 31 gave their whole time to the service of the Committee.

Staff.

CHAPTER IX.

TECHNICAL INSTRUCTION.

Chairmen of the Technical School Committee.

1890.—CHARLES WALLIS.

1890–1899.—R. F. MARTINEAU.

CHAP. IX.

The
Technical
Instruction
Act.

WE have now to consider the most important extension of municipal enterprise and responsibility made during the period under review.

By the Technical Instruction Act, 1889 (52 and 53 Vict., cap. 76), the Council was invested with a discretionary power to supply or aid the supply of technical or manual instruction at a cost not to exceed a rate of 1d. in the pound. In this Act Technical Instruction is so defined as to include instruction in the principles of science and art applicable to industries, and in the application of special branches of science and art to specific industries or employments; to include modern languages and commercial and agricultural subjects; but to exclude instruction in the actual practice of any trade, industry, or employment. It is further defined by reference to the practice of the Science and Art Department. It includes any instruction in respect of which grants are being made by the Department. The limits so defined may be extended locally, by a Minute of the Department, to include any form of instruction represented by the local authority to be required by the circumstances of its district.

The difficulty of the task imposed by this Act upon the Council was greater in Birmingham than in almost any other industrial district, because of the immense variety of the handicrafts practised

in the city. It was also apparent that the value of the Act might be impaired by a too pedantic interpretation of the clause excluding instruction in the practice of any trade. On this point a report of the Technical School Committee (October 18th, 1892) may be quoted by anticipation. After admitting that the practice of trades could best be learned in the workshop, the Committee added: "But workshop training is not what it once was. In the days when an employer was bound by indenture to teach his apprentice the whole art and mystery of his craft, the youth learned the practice of the whole of its operations, and was able incidentally to pick up something of the science which guided them. Now, owing to the extended application of machinery, there is far greater sub-division of labour; and a youth may be kept at one kind of work year after year, learning nothing beyond it, and knowing nothing of the scientific laws involved, or the nature of the materials he uses; and, when a variation of process or product is required, the workman is at fault."

On October 1st, 1889, the Council referred this Act for consideration and report to the Museum and School of Art Committee. The Committee entrusted the first consideration of the matter to a sub-committee, of which Mr. Councillor Wallis was chairman. Conferences were held with the School Board, with representatives of the chief trade societies, and with the Council of the Birmingham and Midland Institute, which had made an early application for financial aid under the Act. A delegation was also sent to the conference held in Manchester on the 26th of November, but obtained very little assistance in solving the peculiar difficulties of the question in Birmingham.

The Act
Referred to
the Museum
and School
of Art
Committee.

The report of the Committee was presented to the Council, and unanimously approved, on the 29th of July, 1890. The principle was laid down that no aid should be given, under the Act, to any institution not under the entire control of the Council. This was important: for at that time the majority of local authorities, confining themselves to the second alternative permitted by the Act, had made no use of their new powers except to grant aid to existing institutions. The result was, in many instances, a ludicrous waste of public money. Instead of subsidising the Midland Institute, which, with limited resources, had for many years given a great deal of instruction within the definition of the

Report
of the
Committee.

CHAP. IX.

Act, the Council took over, by agreement, the whole of its technical science classes. The stipulations made by the Institute, and accepted by the Council, were : that the evening classes should be continued ; that the class fees should not be materially raised ; that the teachers should be reappointed ; that the clerical work should be done by the Institute staff : and that the Council should take the tenancy of the class rooms for three years, with the option of renewal for one or two years on the same terms. The Council paid to the Institute annually £600 as rent, £150 for clerical work, and £150 for heating, cleaning and water, and as interest on the value of the apparatus.

The report further recommended the establishment of day classes, with a course of study more advanced than that of the school conducted by the School Board at Bridge Street, but less advanced than that of Mason Science College. The Committee also recorded a decided opinion in favour of branch schools, the institution of which had been urged by the representative artisans. But they withheld a positive recommendation for two reasons. In the first place the penny rate was insufficient ; in the second place, it was a matter of indifference whether the branch schools were established and controlled by the Council or the School Board ; and it was not yet clear whether the School Board would acquire, under the new code, adequate powers to meet requirements by the extension of their continuation schools.

The
Technical
School
Committee.

The Act empowered the Council to delegate its authority in respect of technical instruction, except that of raising a rate or borrowing money, to a committee which should consist either wholly or in part of its own members. On July 29th, 1890, the Council appointed the first Technical School Committee as follows ; the Mayor ; eight members of the Council,—Alderman Pollack and Councillors Allen, Granger, Charles Green, Manton, Martineau, Wallis, Wiggin ; two representatives of the School Board,—Rev. H. W. Crosskey and Mr. G. H. Kenrick ; of Mason Science College,—Professors R. S. Heath and J. H. Poynting ; of the Midland Institute,—Mr. G. S. Albright and Mr. G. S. Mathews ; and two Artisans, Mr. A. R. Jephcott and Mr. W. J. Davis.

The resources of the Committee were largely increased by the Local Taxation (Customs and Excise) Act, 1890. This Act provided that out of the English share of the Local Taxation

(Customs and Excise) duties paid to the Local Taxation Account in respect of any financial year, £300,000 should be applied for police superannuation, and the residue distributed between county and county-borough funds; and empowered the council of any county or county-borough to contribute the whole or any part of this revenue for the purposes of technical instruction within the meaning of the Act of 1889. The contribution might be made over and above any sum raised by rate under that Act. The money coming to Birmingham under this Act was expected to be, in the first year, at least £9,000. The Technical School Committee asked that all of it should be put at their disposal; they proposed, as they could not spend it all, to lay by the unexpended remainder by placing it to a suspense account. This proposal was resisted by the Finance Committee, for two reasons. In the first place they objected that the Council was already spending largely, through the School of Art Committee, on technical instruction. Secondly, the £9,000, as part of the Exchequer Contribution Account, must be paid to the credit of the Borough Fund, and taken into account in making a borough rate; the Council therefore had no power to carry any part of it to a suspense account.

CHAP. IIX.
The Local
Taxation
Act.

This legal difficulty was removed by the Technical Instruction Act, 1891, which provided that moneys received and set aside for technical instruction, and not expended or allotted before the end of the financial year, should remain applicable to the purpose until the Council should decide otherwise. This Act also extended the definition of technical instruction to include manual instruction; and enabled the Council to contribute to schools outside its district, and to provide scholarships.

The
Technical
Instruction
Act, 1891.

The Municipal Technical School was first opened, in the rooms of the Midland Institute, on the 19th of January, 1891. From the first a limited number of free admissions was granted. This privilege was at first awarded upon the result of examinations; but two years later this method of selection was discontinued, and the class fees excused to students who could not afford the expense. While the general scientific teaching was continued upon the lines inherited from the Institute, systematic courses of study, extending over two years, and adapted to local industries, were arranged. The courses were kept as far as possible in con-

Opening
of the
Technical
School.

CHAP. IX.

nection with the Science and Art Department, which extended its sanction to several subjects not included in its Directory,—Electro-metallurgy, Iron and Steel Work, Brasswork, and Mechanical Engineering. Two years later another minute of the Department was issued admitting classes in Joinery, Electrical Engineering, Metal Colouring and Bronzing, Metal-plate Work, Pattern Making, Plumbing, Sanitary Science, Telegraphy and Telephony, and Typography. The subjects of the preparatory course were Mathematics and Mechanics, Chemistry, Practical Plane and Solid Geometry, Physics, and Metallurgy. There were eleven special courses for artisans in training for the chemical trade, the metal-plate and plumbing trade, as workers in brass and yellow metal, white-metal, gold and silver, iron and steel, and glass, and as engineers, builders, electro-platers and gilders, and philosophical instrument makers. It is hardly necessary to give further details of the gradual extension, from time to time, of the work of the School; for its ultimate development the reader is referred to the list of classes given at the end of this chapter. The sessional fees were fixed at 2s. 6d. for each class not involving practical work, 5s. for each class with such work, or a composition fee of 10s. for each organised course. The teaching staff taken over from the Institute was increased by twelve new appointments, and the total of teachers' salaries raised from £1,703 10s. to £2,118. The time-table was arranged in such a way as to give to the students a larger amount of practical work than had been usual in science schools. It was observed that a large proportion of the students sought instruction in elementary science, "thus proving that they did not attend the school merely to pick up manual dexterity which might increase their wages, or to learn some short cut to a trade process, but to get a real scientific training."

Rapid
Growth
of the
School.

The number of entries grew rapidly from year to year; the applications for admission to many of the classes were too numerous for the accommodation provided; and it became necessary to house classes in a makeshift manner in empty warehouses. For this reason, and because the Council of the Institute was anxious to resume possession of its rooms, and would in no case extend the lease beyond the end of the year 1895, the Committee took the provision of a permanent school-building into early consideration. The old Post Office (now the Inland Revenue Office) might have

Permanent
School
Building.

been taken ; but it was not large enough to hold even the classes already in existence, and the expense of adapting it would have been very great. The Committee recommended the Council to purchase for £11,888 a plot of freehold land extending from Suffolk Street to Summer Street, and measuring 2,762 yards. The site may be described as nearly, but not quite, central. The recommendation was submitted on December 6th, 1892, and approved, an amendment asking for a more economical proposal being defeated by forty-three votes to two.

Thirteen architects competed for the honour of building the school, and the designs accepted, on the recommendation of Mr. Murgatroyd, of Manchester, were those of Messrs. Essex, Nicol, and Goodman, of Newhall Street. Messrs. Sapcote and Sons contracted to build the School for £47,489, or £1,261 less than the architects' estimate. On the 18th of November, 1893, the foundation stone was laid by the Right Hon. A. H. D. Acland, M.P., Vice-president of the Committee of Council on Education.

The money for the purchase of the site and for the cost of the building had been voted without any serious demur. But when, early in 1895, the Committee applied to the Council for the funds required to fit the school up, they found themselves navigating in troubled waters. Their requirements included £4,000 for apparatus, £14,000 for fittings, and £6,080 for an electrical installation to supply both light and motive power, and including dynamos worked by three Tangye gas-engines. The commissions of the architects and the electrical engineer, and the salary of the clerk of the works, brought the total of the capital expenditure proposed to £27,420. The amount was large enough to bring the Committee into conflict with the public opinion that was calling for economy, and, in particular, for the restraint of capital expenditure. It is true that, except in 1891-2, the School had taken next to nothing from the rates, and that even in that year its demand had been little more than half the statutory penny. The Chairman argued that the Committee were the trustees of money provided for technical instruction, not by the ratepayers, but by the imperial exchequer. On the other hand the Chairman of the Finance Committee calculated that the interest and sinking fund on the new loan, with the probable additional cost of administration, would raise the annual expenditure to some £2,000 in excess

Vote of
Money for
Fittings.

CHAP. IX.

of the local share of the beer-money—at that time £10,000. The discussion was complicated, not to say exacerbated, by three other considerations. There was some apprehension that the cost of technical instruction to the City was in danger of being magnified by competition between the School Board and the Technical School Committee, and by the overlapping of their projects. The Council had also an interest, as manufacturers of gas, in the rivalry between gaslight and electric lighting; and, although the School proposed to burn a good deal of Corporation gas in its Tangye engines, there was a disposition to enquire closely into the reasons for preferring the rival illuminant. In the third place, the tender of a Glasgow firm for the electrical fittings had been accepted after the withdrawal and revision of the specification first issued, and an enlargement of the field of competition, to the dissatisfaction of a Birmingham firm which had sent in the lowest tender on the original specification.

Ultimately the consideration of the report was adjourned, and the Committee instructed to supply fuller details. They did so at great length. They showed that, as they must in any case make electricity for use in the laboratories and for motive power in the workshops, they were in a favourable position for supplying themselves cheaply with electric light. On the average of the first thirty years the net cost would exceed that of incandescent gas lighting by less than £100 annually. The list of apparatus had been submitted to two experts nominated by the City and Guilds Institute, and declared by them to be inadequate rather than extravagant. Finally the report was approved without modification, an amendment reducing the allowance for fittings being lost by 37 votes to 30, and an amendment instructing the Committee to accept the rejected tender of the Birmingham firm for electrical fittings being carried by a majority of two, but lost by the same majority when put as a resolution. Shortly afterwards the Glasgow firm failed, and the work was given, at a rather higher cost, to another Birmingham firm.

There were some other enlargements of the estimated and authorised expenditure. The actual cost of the School was £89,262 10s. 11d., made up as follows:—

Total Cost
of the
School.

	£	s.	d.	CHAP. IX.
Purchase of Site	12,178	9	1	—
Building Contract	51,771	17	2	
Electrical Installation	6,238	14	5	
Fittings	15,254	10	7	
Commissions, etc.	3,818	19	8	
	<hr/> £89,262 10 11 <hr/>			

This total exceeded the estimate by £4,704 10s. 11d., from which sum a grant of £500 made by the Science and Art Department is to be deducted.

The School is a building of five storeys in the middle block and seven at each end. It is constructed of red brick with terra-cotta embellishments, and with fire-proof staircases and concrete floorings. It consists of a west wing with a frontage of 112 feet to Suffolk Street, an east wing with a frontage of 128 feet to Summer Street, and a central block connecting the two wings in such a way that a quadrangle, open towards Navigation Street, is enclosed on three sides. The depth is about 207 feet.

The School was inaugurated on the 13th of December, 1895. The Duke of Devonshire, K.G., Lord President of the Council, performed the opening ceremony by unlocking the door of the Examination Hall with a golden key. In the evening of the same day the Duke distributed the prizes in the Town Hall, and delivered an address on Technical Education. The Mayor (Mr. James Smith), Mr. Chamberlain, and Mr. Councillor Martineau, Chairman of the Committee, also took part in the proceedings, of which a full report was printed and circulated.

The new School was already provided with a working head. Mr. W. E. Sumpner, D.Sc., formerly Principal of the Physics Department of the Battersea Polytechnic, was selected from 75 candidates for the office of principal, at a salary of £500. His appointment dated from January 1st, 1895.

In 1893 the Committee, having been informed by the School Board that the funds provided by private liberality for certain scholarships in Science and Art were exhausted, and that the scholarships had therefore ceased, established twenty-four maintenance scholarships to be competed for by pupils of the Birmingham

CHAP. IX.

elementary schools. Six were offered annually. They were tenable for two years at Bridge Street or Waverley Road School, and for two years at the Municipal School, the stipend being £10 in each of the former, and £15 in each of the latter, two years. Upon the foundation of the Day School in 1897 this scheme was modified. The scholarships became tenable at Suffolk Street throughout the four years, and the emoluments were reduced to £5 in the second, and £10 in the third and fourth, year, free admission only being granted in the first year. At the same time twenty-four minor scholarships giving free instruction for four years with a maintenance grant of £5 in the third and fourth year, eighteen free admissions for three years, and twelve transfer scholarships of £5 for two years for boys leaving Waverley Road or Bridge Street, were added to the scheme. The annual cost of the second scheme was £504.

Day School :
the First
Scheme
Withdrawn.

The original plan of technical instruction sketched by the School of Art Committee, and approved by the Council, had included the establishment of day classes, as well as the continuation and development of the Institute evening classes. When leave was obtained to appoint a Principal of the School it was specified that one of his duties should be to prepare a scheme for a day school. The Committee therefore had some reason for supposing that they had received a commission to enlarge their operations in this way. When the Suffolk Street building was approaching completion they produced their scheme for a day school, which was debated by the Council at the June and July meetings of 1895. The opponents of the scheme objected that the expenses of the Committee already exceeded the amount of the beer-money, which was intended to relieve the ratepayers entirely of the expense of technical instruction ; that they were going beyond their statutory powers in some of the subjects already taught ; and that there was no satisfactory proof that the new project would not overlap or compete with the work of the School Board and of the School of Art. The Committee, while regretting that no previous hint of these objections had been given, yielded to the opposition and withdrew the scheme. Another proof that, for the moment at least, the Council was disposed to restrain the young enthusiasm of the Committee was afforded at the same meeting, when a proposal for the extension of the evening classes, involving some

increase of salaries, was rejected by 42 votes to 15. There was probably a suspicion, not infrequently awakened, that a mixed Committee may be led into extravagant ways by those of its members who are not also members of the Council; for on the ensuing ninth of November, the General Purposes Committee declared that the necessity for eight non-Council members of the Technical School Committee no longer existed, and that a smaller committee would come more directly under the control of the Council. It was decided that, as vacancies might arise, the number of outside members should be reduced from eight to four.

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The temper exhibited in the debates of 1895, however valuable as an alternative, can never become a persistent quality of a body so full of the progressive spirit, and so well aware that progress costs money, as the Birmingham City Council. In the following July it approved by 34 votes to 17 a scheme for a Women's Department, with classes in cooking, dressmaking and millinery, domestic economy, and hygiene. At the same time other extensions of the work of the School were sanctioned without any opposition. Evidently the storm had blown over, and the Committee was encouraged to resume the march of progress.

Further
Extension.

Accordingly the Day School scheme was brought up again, and was approved without a division on the 16th of March, 1897. The purpose of this School was to provide a suitable education for boys intending to engage, but not as artisans, in those manufacturing industries in which a knowledge of applied science is of value. It would also be adapted to the needs of boys who were to pass through Mason College into the scientific professions. It would not overlap the work of Mason College, for it was intended that boys should enter at twelve, and leave at sixteen, the minimum age of admission to the college. Neither would it compete to any serious extent with the technical schools of the School Board, which were rather intended to aid the production of skilled artisans. For economical as well as other reasons the course of study was to be so arranged that the School would be recognised as an Organised Science School, and so be capable of earning the Government grants. The subjects of instruction would therefore be for the most part dictated by the requirements of the Science and Art Department. There were to be three stages in the four years course. In the elementary stage, lasting two years, the subjects

The Day
School
Established.

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specified by the Department were all obligatory. In the third year, or advanced stage, the subjects were partly prescribed, but some specialisation was permitted. In the last or specialised stage the Committee would have a free hand to adapt the instruction to local industries. The cost, for a school of 400 boys, was estimated to be £8 a head. The school fee was fixed at £3 a year; if therefore, as was expected, the scholars could earn an average grant of £5, the school would be self-supporting.

Opening
of the
Day School.

The Day School was opened for practical purposes on the 17th of September, 1897, and in the ceremonial sense by Sir John Gorst, M.P., on the 7th of November. Mr. W. Mayhowe Heller, B.Sc., formerly chief Science Inspector to the London School Board, was the first Headmaster. The number of pupils, at first 78, rose to 126 in the following summer, and had reached 154 by the end of the year 1899.*

Such were the preliminary stages of a new development of municipal guardianship from which large results are expected. It must be left to the historian of the future to judge whether it has realised the hope of a beneficent influence upon the intellectual and commercial prosperity of the City. Certainly there can be few places in which the conditions of industry are such as to afford a more satisfactory test of the value of the new methods.

Curriculum.

The following is a list of the subjects taught at the evening classes of the Municipal Technical School in the autumn term of 1899. The numerals in brackets indicate the number of separate classes or stages in the several subjects.

CHEMICAL DEPARTMENT: Inorganic Chemistry (2), Organic Chemistry (2), Chemistry for Chemists and Druggists (2), Chemistry for Bakers, Chemical Philosophy, Quantitative Analysis, Acids and Alkalies.

METALLURGICAL DEPARTMENT: Metallurgy (5), Metallurgy (Brassfounders, etc.), Metallurgy (Iron and Steel), Metallurgy (Gold and Silver), Electro-plating (Electro-platers etc.), Electro-plating (Brassfounders, etc.), Electro-plating, advanced, Metal-colouring and Bronzing (2).

PHYSICAL DEPARTMENT: Arithmetic and Mensuration (2), Mathematics (4), Differential and Integral Calculus, Calculations, Elementary Science for Teachers, Mechanics (Solids) (2), Physics

* The average grant earned in the first year, by 71 boys, was £6 8s. 9½d.

(3), Physical Laboratory (3), Electricity (4), Telegraphy and Telephony (2), Electrical Engineering (3), Electrical Laboratory (6), Electrical Jointing (3).

ENGINEERING DEPARTMENT : Practical Geometry (4), Mechanical Drawing (3), Machine Drawing (7), Applied Mechanics (2), Steam (2), Mechanical Engineering (2), Graphical Statics, Indicator Diagrams and Valve Gears, Materials of Engineering and Processes of Construction, Hydraulic Engineering, Mechanical Laboratory (2), Pattern Shop (2), Iron Shop (6).

BUILDING TRADE CLASSES : Building Construction (3), Sanitary Science, Carpentry and Joinery (3), Plumbing (6).

METAL TRADE CLASSES : Brassfounding (3), Geometry for Sheet Metal Workers and Plumbers (2), Sheet Metal Work (2), Gas Fitting.

MISCELLANEOUS CLASSES : Botany (4), Manual Training (Wood-work), Typography, Farriery.

WOMEN'S CLASSES : Cookery, Dressmaking (3), Hygiene.

The Staff of the Evening School consisted of four Heads of Departments, thirty-two Lecturers, fourteen Demonstrators, eight Workshop Instructors, nine Assistants,—sixty-seven in all. The Day School Staff included the Headmaster, eight Form Masters, three Workshop Instructors, and two Assistants.

The following table summarises the financial history of the Technical School Committee.

YEAR ending March 31.	Payments.	INCOME FROM		Rate in the £.	CAPITAL OUTLAY	
		Exchequer Contribution	Rates.		During Year.	At end of Year.
	£	£	£	d.	£	£
1891.....	355	—	—	—	—	—
1892.....	7,493	2,500	4,062	0 53	—	—
1893.....	6,842	6,410	971	0 11	6,558	6,553
1894.....	7,116	5,867	—	—	12,392	18,945
1895.....	7,886	6,085	—	—	29,982	48,927
1896.....	12,065	10,000	454	0 05	31,432	80,359
1897.....	14,235	10,000	1,429	0 15	9,874	90,233
1898.....	15,062	11,678	2,355	0 25	1,059	91,292
1899.....	17,628	12,084	1,947	0 20	2,033	93,325
1900.....	18,377	14,588	1,522	0 16	229	93,054*

* Capital Account reduced by Treasury Grant of £500.

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—

The income of the Committee also includes Grants from the Science and Art Department, Class and Examination Fees, Donations for prizes and scholarships, and other items.

The outstanding debt (balance of expenditure on Capital Account remaining to be provided for) on March 31, 1900, was £79,257.

CHAPTER X.

JUDICIAL SYSTEM AND POLICE.

- I.—THE VICTORIA COURTS.
 - II.—THE CITY MAGISTRATES.
 - III.—OTHER JUDICIAL OFFICES.
 - IV.—THE WATCH COMMITTEE AND THE POLICE.
 - V.—POLICE STATISTICS.
 - VI.—THE FIRE BRIGADE.
 - VII.—THE INDUSTRIAL SCHOOL.
-

I.—THE VICTORIA COURTS.

THE first Birmingham Assizes were held in August, 1884, and therefore fall within the period treated in the second volume of this work. But inasmuch as the building of the Courts in Corporation Street was one of the most important of the municipal undertakings carried out during the period now under review, it will be convenient to recapitulate briefly the earlier history of this enterprise.

The ambition of making Birmingham an Assize-town was in the mind of the Council at least as early as the year 1853, when the plot of land in Ann Street (Colmore Row) on which the Council House now stands, was purchased with the express intention of using it at some future time as the site of Law Courts as well as of municipal offices. In 1857 the first of many applications for the nomination of Birmingham as an Assize-town for the County of Warwick was made to Government. Of these applications some

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Section 1.
—
Birmingham
Assizes.

Early
Applications
for a Grant
of Assize.

CHAP. X.
Section 1.
—

were for the appointment of assizes merely, but in others it was suggested that a district should be constituted of which Birmingham should be the centre. The simpler hope was from time to time flattered by more than one Home Secretary and Lord Chancellor ; but no encouragement was at any time given to the application for a district. Such was the character of the reply given by the Lord Chancellor (Lord Cairns) and the Home Secretary (Mr. Cross) to a memorial presented in 1876, in the mayoralty of Mr. Chamberlain, in which the Council asked for power to levy a district rate for the erection and maintenance of Courts, with exemption from the contribution paid by the City to the expenses of the Warwick Assizes. Nevertheless, the Council, on March 7th, 1876, passed a resolution declaring that it was desirable "to proceed at once with the erection of proper Courts"; so accepting the policy of building at the sole expense of the Borough.

The execution of this project was delayed by a difference of opinion as to the site. One party was in favour of the plan, which was ultimately adopted, of forwarding the development of the Improvement Scheme by putting the Courts on the Improvement area. The advantages of this plan were undoubted ; but the convenience of the legal profession would be better consulted by a site less remote from Waterloo Street and Colmore Row. Accordingly there were those who wished to adhere to the earlier proposal of building at the back of the Council House, on the site now occupied by the Gas Office and the Art Gallery. No further progress had been made when, in 1883, a representation was laid before a committee of Judges that had under consideration the rearrangement of circuits, with the result that at last, upon the recommendation of the Judges, a grant of Assizes was made by the Crown. No definite promise for the provision of permanent Courts was exacted as a condition of this concession ; but it was well understood that the grant was made in reliance of the declared intention of the Council to make such provision, and that it might be withdrawn if that intention should not be executed. The undertaking was reiterated in the address, adopted by thirty-two votes to seven, in which the Council offered its salutation to the first judges who opened commission in Birmingham.

On the first of July, 1884, the General Purposes Committee was instructed not merely to provide temporary accommodation

1883—Assizes
Granted.

for the Assizes, but to "consider what accommodation it was necessary to provide for the permanent holding of the Assizes." At the same time they were authorised to apply to the Local Government Board for power to appropriate for this purpose the plot of land in Corporation Street, between the County Court and Old Square, which had been designated by resolution of the Council in August, 1880. The Improvement Committee had, however, conceived the hope that Government might be persuaded to take this site for the new Post Office; and at their suggestion the sub-committee appointed to deal with the matter—Aldermen Martineau (Mayor), Avery, Cook, Powell Williams, and Johnson—substituted a site on the same side of Corporation Street, but more remote from New Street. This site had the advantage of a frontage to Steelhouse Lane. Meantime the Mayor, with Alderman Johnson and the Town Clerk, had visited the Courts at Worcester, Shrewsbury, Chester, Manchester, and Leicester, and, on the basis of their report, a schedule of the accommodation required was prepared and accepted. The Committee then called in Mr. Alfred Waterhouse, R.A., as consulting Architect. Mr. Waterhouse had built Courts at London and Manchester, and his Courts at Manchester were recognised to be the most complete and the best in arrangement in the Kingdom. He reported (March 12th, 1885) (1) that the proposed site was admirably adapted for the purpose; (2) that of the 6,500 yards available an area of about 3,897, with a frontage of 112 feet to Corporation Street and 167 feet to Steelhouse Lane, would be sufficient; and (3) that the cost should be about £57,600.

The scheme was almost immediately enlarged by the addition of three Magistrates' Courts for Petty Sessions and a Coroner's Court, and a Police Station for the A Division with 76 cells for prisoners. It was proposed on the completion of the building to discontinue the use of the old Public Offices in Moor Street, and to transfer the police and judicial business there transacted to the new Courts. The reasons for this plan, in addition to the evident convenience of concentrating all judicial business under one roof, were that the building at Moor Street was much dilapidated; that the cells were insufficient in number, and the accommodation for witnesses inconvenient. A considerable expenditure was therefore in any case necessary. Upon this proposal Mr. Waterhouse

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Section 1.

Site and
Plans for the
Courts.

New Police
Courts.

CHAP. X.
Section 1.

reported (June, 1885) that it would involve the enlargement of the allotted area to 5,600 yards, and of the frontage to 181 feet; and that the cost of the enlarged building should be £77,800. The following calculation was submitted to the Council to demonstrate the economical advantage of the enlarged plan. If Assize Courts only were included the cost would be:

Mr. Waterhouse's Estimate	£57,600
Add 10 per cent. for contingencies	5,760
Estimated cost of alterations at Moor Street	4,000
Total	£67,360

If Petty Sessional Courts as well as Assize Courts should be erected:

Mr. Waterhouse's Estimate	£77,800
Add 10 per cent.	7,780
Total	£85,580
Deduct estimated proceeds of the sale of the Public Offices	22,500*
Net cost	£63,080

Selection of
Architect.

Mr. Waterhouse had illustrated his report with sketch-plans showing how the rooms required could be fitted in to the site. These plans appeared to the General Purposes Committee to be so skilful that it would be a misfortune if they were not adopted in the actual building. Accordingly, on the 21st of July, 1885, they embodied the result of their deliberations in three resolutions. The first resolution approved of the enlarged scheme; the second appropriated the proposed site; and the third was to appoint Mr. Waterhouse architect of the new Courts. The first resolution was approved by the Council by forty-nine votes to three, and the second with unanimity. The third, though unanimously and urgently pressed upon the Council by the General Purposes Committee, was successfully opposed. It was urged by the Committee that a competition of architects was not the best way to get a good building; that in this case it would exclude the one architect

* In July, 1894, a provisional agreement was made for the sale of the Public Offices to the Birmingham, North Warwickshire, and Stratford-on-Avon Railway Company for £27,500. This sale, however, has not yet been completed.

who had special experience of Law Courts; that to reject Mr. Waterhouse's plans in favour of plans yet to be produced was to prefer a speculation to a certainty; and that competition generally resulted in excessive expenditure, as a competing architect was tempted to take a sanguine view of the cost of his plans lest they should be rejected as too expensive. The example adduced in support of this principle was that of the Council House, which had been built on competitive plans and had cost thirty per cent. more than the architect had predicted. The architects of the town had, however, sent a memorial in favour of competition; and the Council, giving ear to this remonstrance, approved by twenty-seven votes to seventeen an amendment in favour of competition that was moved by Mr. Councillor Fallows.

The competition instituted in accordance with this decision was an open one. The competing architects were asked to send in sketch-plans, sections, and elevations only. Five plans were selected, and the authors, each of whom received a premium of £100, were then required to furnish complete plans. From these five plans one was to be selected by Mr. Waterhouse. His award was reported to the Council on the 27th of July, 1886; and the name of the successful competitor was then disclosed. The selected plans were those of Messrs. Aston Webb and Ingress Bell, of Westminster. "The charms of this design" said Mr. Waterhouse in his report, "are in its thorough mastery of details, their delicacy, and in its general picturesqueness. This picturesqueness is secured in great measure by the plan being kept rectangular with itself throughout, and so not conforming with the line of Corporation Street. It is the work of a master in his art. The design is described as being faced throughout of terracotta and brick, undoubtedly, in my opinion, the best materials for Birmingham, and obviously more satisfactory than a treatment which would give a stone front to Corporation Street and use an inferior material towards the passage and Steelhouse Lane. I have no doubt that this design can be erected for £78,000, the limit of your expenditure."

This estimate of the cost of the building proved to be too sanguine. In June of the following year tenders were received from fourteen builders, the highest being £98,000 and the lowest £77,296. The tender accepted was that of Mr. John Bowen, of Birmingham, for £78,869. The actual cost of the Courts, including

Cost of the
Building.

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Section 1.

fees, premiums, commissions, and all furniture and fittings, was reported to the Council on the 6th of December, 1892, as £113,353 13s. 4d. The Council had agreed to two important modifications of the original plans,—the substitution of oaken for pitch-pine fittings, and of electric for gas lighting. The former improvement involved an additional cost of £2,642. The first decision to light by gas was made in 1887, when it was supposed that a special installation would be necessary for electric lighting. But before the completion of the building the Electric Lighting Supply Company had begun its operations. By the adoption of electricity a saving of about £1,100 was effected, zinc-lined wood being substituted for iron as the material of the ventilating shafts.

1887—
Stone-laying
by Queen
Victoria.

The foundation stone of the Courts was laid by Her Majesty Queen Victoria on the 23rd of March, 1887, and the Courts were opened by the Prince and Princess of Wales on the 21st of July, 1891. An account of these proceedings is given below in the section dealing with Royal visits to the City. The building having thus begun in the Jubilee Year of Queen Victoria's reign, and having been inaugurated by Her Majesty's own hand, the Courts became the chief permanent memorial in Birmingham of the first Jubilee celebration. To emphasise this character, they were called, by gracious permission of the Queen, "The Victoria Courts"; and painted windows were placed in the great hall, and a statue of the Queen in the niche over the doorway, at the expense of the fund raised by public subscription for the local celebration of the Jubilee.

1891—
The Courts
Opened.

The Victoria Courts were used for the first time on the 30th of July, 1891. The first Judges of Assize who sat in the Courts were Lord Chief Justice Coleridge and Mr. Justice Wills. On this occasion the Mayor, accompanied by the Recorder, the Town Clerk, the Clerk of the Peace, and the Magistrates of the City, met the Judges at the Courts, and informed them of the history of the enterprise. In the evening of the same day the Mayor entertained the Judges and others at a banquet in the Council House.

1894—
Autumn
Assize
Granted

On the 2nd of January, 1894, a resolution instructing the General Purposes Committee to take steps to obtain an autumn assize for civil and criminal business, and to consider and report as to the expediency of the City being created a County for Assize and other judicial purposes, was moved by Mr. Councillor Moore

Bayley, and, being accepted by the Committee, was approved by the Council. The application for a third, or autumn, assize, was successful. On the recommendation of the Lord Chancellor, with the concurrence of the Judges, the necessary order for holding assizes in Birmingham between the 12th and the 21st of December in each year was made by the Queen in Council on May 28th, 1894. The General Purposes Committee reported that, having regard to the failure of earlier attempts to obtain an assize district with Birmingham as its centre, and as it was now too late to obtain any contribution from such a district to the capital cost of the Courts, they could not recommend that any further steps should be taken.

The financial history of the Victoria Courts is summarised in the following table. Finance.

YEAR.	CURRENT ACCOUNT.		CAPITAL ACCOUNT.		
	Income.	Expenditure.	Expenditure during year.	Expenditure to end of year.	Outstanding Debt.
	£	£	£	£	£
1886	—	—	—	1,358	1,358
1887	—	—	4,284	5,632*	5,632
1888	—	—	20,400	26,032	26,032
1889	—	—	29,450	55,482	55,342
Jan.-Feb.					
1890	—	—	6,825	62,307	62,167
1890-1 ...	—	5,095	20,659	82,966	82,542
1891-2 ...	—	4,726	28,109	111,075	110,197
1892-3 ...	9	7,132	2,016	113,092	111,744
1893-4 ...	7	7,043	170	113,262	111,429
1894-5 ...	9	8,119	18	113,280	110,173
1895-6 ...	5	7,859	—	113,280	108,858
1896-7 ...	4	7,714	5	113,285	106,110
1897-8 ...	4	7,889	—	113,285	104,750
1898-9 ...	40	7,944	15	113,300	103,360
1899-1900	51	8,506	3	113,303	101,912

* Capital Account reduced by a credit of £10.

The small items of capital outlay in the later years are for purchase of additional books for the library.

II.—CITY MAGISTRATES.

CHAP. X.
Section 2.
—
New
Magistrates.

The following is a list, in continuation of that given in the second volume (ii., 267-8), of gentlemen who were appointed Magistrates for the Borough or City during the years 1884 to 1899. Those who are or have been members of the Council are distinguished by an asterisk. The date added is that of appointment.

*Arter, T. R.	1896	*Lancaster, W. J.	1892
*Ash, Alfred	1892	Leech, H. R., M.D.	1892
*Baker, Alfred	1896	*Lloyd, J. H.	1896
Barnsley, Thomas	1896	*Lowe, F. W.	1887
*Barrow, R. C.	1892	Ludlow, W. R.	1892
Barrows, Joseph	1890	Malins, Edward, M.D.	1896
*Bloor, Eli	1892	*Manton, H. J.	1892
Bolding, G. F.	1892	Mapplebeck, Edward.....	1896
Brame, J. F.	1885	*Mathews, C. E.	1890
Brierley, Leonard	1892	*Middlemore, J. T.	1887
Cadbury, Richard	1892	*Parker, E. Lawley.....	1887
Cartland, J. F. H.	1896	*Parkes, E.	1892
Chamberlain, Herbert	1890	*Phillips, John.....	1896
Chance, A. M.	1887	*Pollack, Maurice	1892
*Clayton, F. C.	1890	*Powell, W. L.	1892
*Edwards, Samuel	1892	Ryland, H. P.	1887
*Fallows, T. S.	1890	Sambidge, H. W.	1896
Field, H. C.	1896	Sawyer, Sir James, M.D.	1887
Fisher, W. N.	1890	*Shammon, William	1890
Gilliver, William	1892	*Smith, Sir James	1892
Gladstone, Thomas	1892	*Stone, Sir J. B.	1892
*Green, Charles	1896	*Stringer, E. H.	1892
*Green, W. F.	1896	Tangye, George	1892
*Griffiths, E. T., M.D.	1892	Wainwright, Joseph	1890
*Hadley, Felix	1887	*Wallis, Charles	1892
Harding, W. S.	1892	Warden, Charles, M.D.....	1892
*Hawkes, Henry.....	1887	Waterhouse, T.	1896
Holder, Sir J. C.	1896	*Wilders, J. St. S.	1890
Hookham, George	1892	Williams, C. J.	1890
*Hughes, G. H. C.....	1896	Williams, Wilfred	1890
*Jacobs, Jacob.....	1890	*Wright, Frank	1892
Lacy, J. P.	1887		

Stipendiary
Magistrate.

In July, 1888, Mr. T. C. S. Kynnersley resigned the office of Stipendiary Magistrate. On the nomination of the Home Secretary, Mr. Matthews, Mr. Thomas Milnes Colmore was appointed in his stead.

An account has already been given (vol. ii., pp. 258-267) of efforts made by the Council, with a degree of success that varied

according to the disposition of the Lord Chancellors, to exert influence in the nomination of magistrates. From the year 1864 the general custom had been that names were jointly recommended to the Lord Chancellor by the Magistrates and the Council, acting through the General Purposes Committee. The Lord Chancellor did not always act on this recommendation, and occasionally appointed persons not so nominated, but presumably commended to his notice by the local leaders of the Party in office ; but, so far as the Magistrates and the Council were concerned, the plan worked smoothly until the year 1880. In that year the Council, being aggrieved by the unexpected appointment of certain gentlemen made by Lord Chancellor Cairns, immediately before the resignation of Ministers, refused to co-operate with the Magistrates in the selection of a new list. Competitive lists were submitted, and that of the Council was accepted by Lord Selborne, the Lord Chancellor of the new Ministry. In 1884, however, the old custom was resumed, and four gentlemen chosen by the Council and four by the Magistrates were appointed to the Bench.

CHAP. X.
Section 2.

Appointment
of
Magistrates.

This has already been related ; but the repetition is necessary for the explanation of what follows. In December, 1886, the Lord Chancellor, Lord Halsbury, advised the Mayor of nine names that had already been submitted to him, and invited the Council to make observations. At the next meeting of the Council, on the 4th of January, 1887, the Mayor moved the adoption of a memorial to the Lord Chancellor. The Council appreciated his consideration, but remarked that the course he had adopted differed from the usual practice. Such appointments had generally been made from lists prepared either by the Council, or the Magistrates, or both ; and since the year 1864 all, except those of 1880 and a few single appointments, had been made from joint nominations. The Magistrates had resolved by a large majority that their number was already sufficient. The Council therefore submitted that it was not desirable to appoint anyone ; if, however, the Lord Chancellor thought otherwise, they hoped he would give them an opportunity of selecting names for recommendation.

1886—
Remon-
strances
addressed
to the
Lord
Chancellor.

This memorial was approved, with three dissentients ; but an additional clause, proposed by Councillor Sir Walter Foster, to the effect that, apart from previous practice, the Council desired to assert its adherence to the principle that such appointments

CHAP. X.
Section 2.
—

should be made only on the nomination of representative bodies, was rejected by thirty-five votes to fifteen.

The Lord Chancellor replied (March 7th, 1887) that after considering the memorial he had decided to appoint the gentlemen mentioned in his letter. The memorial, he remarked, had been written under a misapprehension of the object of the enquiry he had addressed to the Council. He would have been glad to have had an opportunity of considering any observations the Council might have addressed to the question whether the gentlemen named were fit persons, and regretted that the Council had not thought fit to afford him assistance in the only matter to which his letter drew their attention. He was unable, he added, to ask the Council to relieve him of a responsibility which the law cast upon the Lord Chancellor alone.

On receiving this communication, the Council adopted a resolution regretting that the Lord Chancellor had declined to take the course generally adopted by his predecessors. No member voted against this resolution, but three declined to vote. It was reported at a later meeting that two of the newly-appointed magistrates, Mr. Lawley Parker and Mr. Felix Hadley, following the precedent set by Mr. Collings and others in 1880, would not qualify except with the approval of the Council. They were forthwith invited by resolution to accept the office.

Three years later the Lord Chancellor again asked for observations on a list that had been submitted to him without the concurrence or knowledge of the Council. On this occasion (March 18th, 1890) the following resolution was moved by the Mayor, seconded by Alderman Sir Thomas Martineau, and carried by forty-five votes to none, five members not voting. "That this Council, disapproving of the practice of the private submission of names of gentlemen to the Lord Chancellor for appointment to judicial office, and bearing in mind the memorial addressed to the Lord Chancellor by the Council on the 4th of January, 1887, in reply to a similar letter, and the Lord Chancellor's subsequent communication of the 7th of March in the same year, from which it appeared that in the Lord Chancellor's opinion the observations of the Council are to be limited to the consideration of the personal fitness of the gentlemen proposed to be appointed, and that the question of the necessity or otherwise for new magistrates is not submitted for their con-

1890—
The Remon-
strance
Repeated.

sideration, respectfully declines to make any observations to the Lord Chancellor upon the names of the gentlemen he has apparently already selected for appointment as Justices of the Peace."

CHAP. X.
Section 2.

The last attempt of the Council to revive the earlier practice was made in November 1891, immediately after the extension of the Borough Boundaries. In asking the Lord Chancellor to put upon the borough bench those County Magistrates who resided within the newly added districts, the Council also recommended to his notice the names of two gentlemen, Aldermen Barrow and Pollack, who had filled the office of Mayor. In the following July and August twelve names were added to the Commission; but the recommendation of the Council was ignored. Before the end of the same year, a change of Ministry having taken place, the new Lord Chancellor, Lord Herschell, added fourteen names to the Commission, including those of Alderman Barrow and Alderman Pollack, without inviting the Council to make observations. The Council did not, however, repeat its remonstrance either on this occasion or when, in 1896, fifteen more names were added by Lord Halsbury.

1891—
Names
Recommended
by the
Council.

III.—OTHER JUDICIAL OFFICES.

On the 31st of March, 1891, the office of Clerk of the Peace became vacant by the death of Mr. T. R. T. Hodgson. Mr. Hodgson had been Mayor of the Borough in 1855-6, and Clerk of the Peace since 1868. This office is filled by election of the Council, but the salary of £500 attached to it is determined by direction of the Home Secretary. On the 7th of April the Council was advised that an immediate appointment was necessary, as the Quarter Sessions, adjourned from April 3rd, were to be held on April 10th. Two gentlemen were nominated; and the Council, following the precedent of conferring this office upon one who had been active in the voluntary public work of the City, elected Mr. Charles Edward Mathews by forty votes to fourteen.

Section 3.
—
Clerk of the
Peace.

The Council has twice been called upon to elect a Coroner. On each occasion a difference of opinion was shown as to the

Coroner.

CHAP. X.
Section 3.
—

propriety of electing to such an office a gentleman who had been a member of the Council, but had resigned in order to become a candidate. Mr. Henry Hawkes having died on the 26th of September, 1891, the General Purposes Committee presented a report for which urgency was claimed. It was necessary to fill up the office at once, as in the interval between the death of one coroner and the election of another no person had authority to hold inquests in the City. Mr. Joseph Ansell, Coroner for North Warwickshire, however, relieved the Council of the obligation to act in a hurry by consenting to accept the office temporarily. He was formally appointed, and immediately resigned the office as from the 30th of November. In the meantime the General Purposes Committee took instructions to advertise the vacancy. The Council resolved at once to avail itself of the power given by section 291 of the Consolidation Act, and substitute a fixed salary for inquest fees. The amount of the salary, which was to be £1,000, including mileage and all personal and office expenses, was determined by the calculation that the average amount of fees received by the Coroner in the past five years had been £988 12s., and by taking into consideration the imminent increase in the extent of the City.

On the 1st of December the General Purposes Committee reported the names of fifteen applicants. Three of them were nominated and seconded in the Council. Mr. Oliver Pemberton was elected by thirty-eight votes, against twenty given to Mr. Isaac Bradley, and seven to Mr. C. L. Drew, of London.

Mr. Pemberton died on the 7th of March, 1897. The Coroners Act of 1892 had extended the limit of time within which the new appointment must be made from ten days to three months, the deputy appointed by the late Coroner being authorised to hold inquests in the interval. It was resolved that the vacancy should be filled by election on the 6th of April, but should not be advertised. Six applications had been received by the appointed day; but it was ruled that, as applications had not been invited, any member of the Council was at liberty to nominate any "fit person, not an alderman or councillor of the borough." Three names were then proposed and seconded, but a letter was read by the Mayor in which Mr. Moore Bayley, one of the gentlemen so nominated, withdrew his application. A motion to defer the election until the next meeting in order that the Council might have time to

ascertain the qualifications of candidates whose names had been mentioned, having been defeated by forty-five votes to sixteen, a show of hands was taken. Mr. Isaac Bradley received forty-three, and Mr. J. G. Gledhill sixteen, votes. The resolution formally electing Mr. Bradley was carried by forty-nine votes to six.

Mr. Bradley was the fourth Coroner appointed by the Council, if merely temporary appointments are neglected. The first and third Coroners were members of the medical, and the second and fourth of the legal, profession.

The following table shows the number of inquests held by the City Coroner in each year, with a classification according to the verdicts returned.

Statistics of
Inquests.

YEAR.	Murder.	Man- slaughter and Homicide.	Suicide.	Neglect, Exposure, or Excess.	Accident.	Other known Causes.	Open Verdict.	TOTAL.
1885	2	6	20	18	326	373	17	762
1886	4	6	45	23	314	415	22	829
1887	4	6	53	21	296	376	13	769
1888	4	3	45	23	295	400	8	778
1889	4	8	35	29	285	305	11	677
1890	1	6	28	43	304	258	24	664
1891	5	3	42	68	334	294	17	*763
1892	1	7	37	22	230	112	12	421
1893	2	5	44	4	176	52	8	291
1894	5	9	51	2	154	39	11	271
1895	4	3	56	1	191	48	17	320
1896	2	4	38	—	152	50	10	256
1897	3	7	47	13	267	133	13	483
1898	4	6	48	10	281	143	19	511
1899	3	9	44	10	355	187	28	636

* In this year there is an error in the return, the total being given as 747. The mistake may possibly be in one of the items.

In the years of Mr. Pemberton's Coronership, there is a remarkable decline in the number of inquests. There is a corresponding increase in the number of cases investigated by the Coroner's Beadle without the assistance of a jury.

IV.—THE WATCH COMMITTEE AND THE POLICE.

Chairmen of the Watch Committee.

1884-1887.—C. T. BISHOP.

1887-1890.—SAMUEL EDWARDS.

1890-1894.—J. St. S. WILDERS.

1894-1897.—W. H. HART.

1897-1899.—WALTER WATERS.

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Section 4.
—
Numerical
Strength
of the
Police
Force.

The following table shows the authorised and actual numbers of the Police Force at the dates of the annual reports—that is, on the 29th of September in each year to 1892, and on the 31st of December in 1893 and the following years. The calculation of the number of inhabitants to each constable is made on the basis of the last preceding census. The additional policemen are those appointed by the Watch Committee, and paid by the Committees of the Council and other public bodies to which they render service. They are not counted in the authorised Force.

YEAR.	Authorised	Actual.	Additional.	Population to each Constable.	Acres to each Constable.
1885.....	550	536	6	728	15·2
1886.....	550	536	9	728	15·2
1887.....	550	544	10	728	15·2
1888.....	550	546	8	728	15·2
1889.....	550	550	9	728	15·2
1890.....	600	574	11	715	14
1891.....	600	600	11	715	14
1892.....	670	664	12	713	19
1893.....	670	669	15	713	19
1894.....	670	665	14	713	19
1895.....	670	665	14	713	19
1896.....	700	692	13	683	18
1897.....	700	691	16	683	18
1898.....	700	700	19	683	18
1899.....	700	685	18	683	18

Thus the authorised strength of the Force was increased three times during the fifteen years. The last preceding increase

had been from 520 to 550 in the year 1883; but in that year the proposal of the Watch Committee to add ten more men in 1884 and ten in 1885 had been rejected by the Council. In 1888 the District Inspector of Constabulary advised that an augmentation of the Force would be necessary in the near future; and on the 4th of February, 1890, the Watch Committee asked and obtained from the Council authority to employ fifty more men. Since 1883 the total length of the streets to be patrolled by the police had increased by $5\frac{1}{4}$ miles, and the number of houses in the Borough by 9,000. Yet in spite of the increase then granted the number of men available for patrol duty had diminished by thirty; for fifteen had been required to compensate for the loss of service under the system of monthly leaves introduced in 1883; ten had been transferred to the Detective Department; the growth of the tramways had required thirteen officers to be detailed for the inspection of tramcars and the regulation of the traffic; sixteen men had been transferred from night to day duty on account of the general increase of traffic in the streets; and six had been put on special duty at the new Art Gallery and elsewhere. According to the Registrar-General's estimate—which, however, was proved to be excessive by the census of the following year—the population of the town had grown by 40,000 since 1883. On this estimate the ratio of constables to inhabitants was one to 826 in Birmingham, one to 482 in Liverpool, one to 432 in Manchester, and one to 626 in the chief manufacturing towns taken together. The Council was also reminded that the population of the town by day was much larger than the night population on which census returns are based, and that the difference was constantly and rapidly growing. It was calculated that the increase in the number of men would raise the cost of the Force from 2s. 4½d. to 2s. 6½d. for each inhabitant; but it would still be 3½d. less than the average of the whole country.

The census of 1891 showed the actual population to be 429,906, or 716 to each of 600 policemen. When, therefore, in November of that year the population was raised by 49,000 by the extension of the boundaries, the number of additional policemen indicated by proportion was seventy. This addition to the Force was at once authorised. The number of the Police Divisions was not increased, but their boundaries were rearranged to include the added districts.

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Section 4.

—
Enlargement
of the
Authorised
Strength.

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Section 4.

The existing Police Stations at Balsall Heath, Saltley, and Harborne were adopted as sub-stations.

The last increase to be recorded was from 670 to 700 in 1896. This enlargement was justified by an estimated addition since the census of 1891 of 20,000 to the population. It was calculated that thirty men were required to restore the ratio of 1 to 716, according to the actual population. There had also been a further increase in the number of men detailed to regulate the street traffic, and a consequent loss of men available for patrol duty. After this addition the Force was proportionately smaller than that of Liverpool (1 to 400,) Manchester (1 to 400), Salford (1 to 600), Bristol (1 to 564), Glasgow (1 to 528), and Edinburgh (1 to 512). It was larger than that of Leeds (1 to 814), and Sheffield (1 to 796); but those towns have not so large a suburban population. The estimated annual cost of the addition was £2,250, which fell wholly on the rates, as there could be no corresponding increase of the Government grant.

New Police
Station.

In 1891 the Watch Committee obtained from the Improvement Committee a plot of land of 500 yards area, lying between the Victoria Courts and Newton Street, as a site for a new central Police Station. The feeling of the Council that this building should be architecturally in harmony with the Courts, and that therefore the designs should be prepared by the same architects, was fortified by a communication made by the Birmingham Architectural Association. While reiterating their general opinion in favour of competitive designs for important public buildings, they had adopted a resolution to the effect that any building on the site proposed ought to be treated as an integral part of the Courts and should be placed without competition in the hands of Messrs. Webb and Bell. On May 5th, 1891, an expenditure of £10,000 on the building was authorised by the Council. A year later Mr. Bowen's tender for £9,835 was accepted. The capital expenditure ultimately reached a total of £11,363.

New Sub-
Stations.

Two new sub-stations were also added to the external equipment of the Force, in addition to the three acquired by the extension of the boundaries. The first was in Wellington Road, near Bristol Road, where premises were taken for the purpose at a rent of £37 in 1887. On enquiry into certain complaints of the misbehaviour of roughs in Bristol Road the Committee had found that the

difficulty of dealing with this trouble was increased by the distance of the beat from the Divisional Station. The sub-station was improved in 1890 by the addition of an ambulance shed and of two cells. A similar difficulty was met in 1891 by the establishment of a new sub-station in Bridge Street West. The police had found trouble in conveying prisoners from Moorsom Street and other streets in that district to the nearest Police Stations. Five houses were taken at a rental of £66, and £666 expended on alterations and on the building of cells.

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Section 4.

Some considerable additions to the pay and other emoluments of the Force have been made since 1884. In the year 1890 the scale of wages was revised by raising the initial pay from 23s. to 24s. a week, and by shortening the periods of service required for promotion to the higher classes. The new scale was: For Constables, 24s. for six months, 25s. for six months, 26s. for three years, 28s. for three years, and then 30s.; for Sergeants, 32s. for one year, 34s. and 36s. for two periods of three years each, then 38s.; and for Inspectors, 42s. for three years, 46s. for three years, and then the maximum of fifty shillings. In 1897 a further concession was made, the maximum pay of sergeants being raised to 40s. after nine years of service, and that of constables to 31s. after ten and 32s. after fifteen years. In 1892 there was an extension of the system of merit stripes. The old rule was that a constable might gain three stripes, receiving 6d. additional pay for the first, 6d. for the second, and 1s. for the third; but these advantages were lost on promotion to the rank of sergeant. Under the new rule one or two merit stripes may be awarded to sergeants also, each carrying 1s. additional weekly pay; and the pecuniary benefit of stripes earned by constables is continued after promotion.

Wages of
the Police.

The attractions of the service were also increased by new legislation affecting the Superannuation Fund. The Police Act of 1890 took away from the Corporation any discretionary power to control the amount of the pensions paid from this fund. Since this Act a policeman can claim as a right, after twenty-five years service in any case, or after fifteen years service if he is medically certified as unfit or is incapacitated by injury received on duty, a pension of which the amount is determined solely by length of service and rate of pay. The abolition of the discretionary power, under which it had been possible to recompense specially

Superannua-
tion.

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meritorious service, was thought by the Watch Committee to be highly objectionable; and a petition had been presented by them to Parliament against this provision, with the approval of the Council. The Act laid down a maximum and a minimum scale. According to the maximum scale the superannuated policeman receives one-fiftieth of the pay he was drawing at the time of retirement in respect of every year of service up to the twentieth and from the twenty-sixth onwards, and two-fiftieths in respect of every year from the twenty-first to the twenty-fifth. The minimum scale is the same with the substitution of sixty for fifty as the denominator. Under either scale the maximum pension is two-thirds of pay. The Council, as Police Authority under the Act, was ordered to fix a scale within these limits forthwith. Following the example of other large towns they adopted the maximum scale. This choice was recommended by the Association of Municipal Corporations for the sake of uniformity and to avoid competition.

Increase of
the Treasury
Grant.

In order to enable superannuation funds to meet the larger demands incurred under this enactment, Parliament proceeded, by one of the provisions of the Local Taxation (Customs and Excise Act), 1890, to earmark £300,000 of the duties paid into the Local Taxation Account* for the purposes of Police Superannuation in England. One half of this money was allotted to the Metropolitan Police, and the rest distributed in the provinces.

The Police
Superannua-
tion Fund.

The following table summarises the history of the Police Superannuation Fund. Apart from the new grant, the sources of Income are: Deductions of $2\frac{1}{2}$ per cent. from Salaries and Wages, Interest on investments, Penalties on Summary Convictions, and fees paid in respect of the service of summonses and warrants, constables' services, and keys of premises.

* For the explanation of this term, see page 24.

YEAR.	Local Taxation (Grant.	Total Income.	Total Expenditure.	Accumulated Balance in Hand.
	£	£	£	£
1885.....	—	3,843	4,204	19,988
1886.....	—	3,824	3,949	19,863
1887.....	—	3,623	4,430	19,057
1888.....	—	3,944	4,114	18,887
1889.....	—	4,488	4,138	19,237
Jan.-Mar.				
1890.....	—	1,067	882	19,422
1890-1.....	—	4,732	3,813	20,340
1891-2.....	7,123*	12,059	5,408	26,991
1892-3.....	3,953	9,284	6,774	29,501
1893-4.....	3,978	9,236	6,921	31,816
1894-5.....	3,937	9,190	7,046	33,960
1895-6.....	3,740	9,123	7,563	35,520
1896-7.....	3,851	10,401	8,617	37,304
1897-8.....	3,881	10,014	8,717	38,601
1898-9.....	3,921	10,338	9,534	39,405
1899-1900.....	3,880	10,166	9,251	40,320

* This first instalment of the new grant included £3,532 for the year 1890-1 and £3,591 for 1891-2.

Mr. Joseph Farndale, who was appointed Chief Constable in 1882, resigned this office on the ground of failing health on the 29th of May, 1899, receiving the full pension of £600. Fifty applications were received for this appointment, which was to carry a salary of £800, without allowances of any kind. The Watch Committee, who according to statute make this appointment independently of the Council, having interviewed a short-leet of eight candidates, were unanimous in electing Mr. Charles Haughton Rafter, a District Inspector of the Royal Irish Constabulary. At the same time Superintendent McManus was promoted to the office of Deputy Chief Constable.

Chief
Constable.

Two minor changes in the arrangements of the Department remain to be noted. Until 1892 there was only one Police Surgeon, and constables from the outlying divisions needing medical examination attended at Moor Street. In that year a system of Divisional Surgeons was established. The Surgeon at the Central Office (Divisions A and R) receives an annual fee of £100, and £25 for medical examination of candidates; the other divisional Surgeons (B, C, D, E) receive £50 each. In 1895 a Matron was appointed to take charge of female prisoners at the central lock-up. A deputation of ladies had asked that resident matrons should be appointed at all the Stations; but the Committee reported that the existing arrangements were satisfactory. The rule that two officers should be in attendance when female prisoners were moved

Police
Surgeons and
Matron.

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Section 4.

The
Inebriates
Act.

into or from the cells was strictly observed, and the services of the wife of a resident officer were available in case of illness.

By the Inebriates Act of 1898, Justices were empowered in certain cases to sentence a habitual drunkard to be detained for three years or less in any certified Inebriate Reformatory. The Act empowered the Council to undertake, or to contribute towards, the establishment or maintenance of such a reformatory. A few County Councils decided to build reformatories on their own account; but the General Purposes Committee reported after consideration that they were not prepared to recommend the Council to take this step, and advised the alternative of contribution. Of two reformatories that were found to be available, that at Brentry, near Bristol, was preferred. By the regulations of this Institution, the Council might purchase for twenty-five years the right of sending seven cases by a capital payment of £1,000, or fifteen cases by a payment of £2,000; a charge of sixpence a day being also made for the maintenance of each patient. It was resolved to make the larger contribution, and so provide accommodation for ten female and five male drunkards.

Police
Finance

The following financial table shows the expenditure of the Watch Committee on Municipal Account, except that in respect of the Victoria Courts, which has already been given. The part of the police expenditure which concerns the inspection of hackney carriages appears with that of the Fire Brigade in the Improvement Account of the Committee.

YEAR.	Treasury Grant.	Total Income.	Expendi- ture.	Net Cost to Rates.	Capital Expenditure to date.	Outstanding Debt.
	£	£	£	£	£	£
1885	23,054	24,075	53,256	29,181	39,816	18,946
1886	22,811	23,928	54,213	30,285	39,816	17,611
1887	22,799	24,007	54,982	30,975	39,816	16,277
1888	22,830	23,961	54,627	30,666	39,816	14,942
1889	23,586	24,665	54,737	30,072	39,816	13,607
Jan.-Mar.						
1890	22,742	23,043	13,204		39,816	13,607
1890-1 ...	23,359	24,558	57,874	33,216	39,816	12,272
1891-2 ...	25,736	26,958	62,412	35,454	39,816	11,255
1892-3 ...	27,169	28,979	67,785	38,806	42,198	13,003
1893-4 ...	27,992	30,625	67,900	36,675	47,448	17,620
1894-5 ...	27,965	31,033	71,993	40,910	53,619	22,513
1895-6 ...	28,225	31,206	69,647	38,441	58,869	26,296
1896-7 ...	28,472	31,188	72,833	41,645	59,619	25,509
1897-8 ...	29,743	33,101	74,669	41,568	59,619	24,514
1898-9 ...	30,518	34,310	76,633	42,323	60,960	24,746
1899-1900	30,337	34,398	75,268	40,870	63,192	25,675

The Capital Expenditure shown in this table is the outlay on Police Stations and Police Offices. From 1894-5 onwards it includes £2,440 on account of the Equitable Adjustment with Warwickshire, and from 1895-6 £5,250 on account of the Equitable Adjustment with Worcestershire. These items have been explained in chapter I. The capital expenditure for 1899-1900 also includes £2,000 raised for the purposes of the Inebriates Act, 1898.

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Section 4.
—

V.—POLICE STATISTICS.

The statistical tables which follow are given in continuation of those published in the second volume of this work, with which they are as far as possible uniform. They are based on the elaborate returns, made out according to forms prescribed by Government, which are presented annually by the Chief Constable. The date of these returns was altered in 1893 by direction of the Home Office. In all of the tables it is to be understood that from 1885 to 1892 the figures are for the year ending September 29th in the year named; but from 1893 onwards for the year ending the 31st of December. At the same date some alterations were made in the Government forms which to a certain extent impair the continuity of the tables.

Section 5.
—
Statistical
Returns.

To attempt any exact estimate of the significance of these statistics is beyond the scope of this work. It is, however, proper to warn the reader to study the details as well as the totals before drawing any unfavourable inference as to the behaviour of the community. It is at first sight startling to find that the number of persons convicted of offences against the law rose from 9,284, to 18,744, or by more than a hundred per cent., between 1885 and 1899, and that in 1898 the number of convictions or committals in the Police Courts amounted to nearly four per cent. of the whole population. But if the detailed table of non-indictable offences is examined, it will appear that the increase is mainly in those offences which, though punishable by law, do not seriously trouble an ordinary conscience; and that it is in part due to the creation of new offences by enactments made since the beginning of the period. Parliament has been busily employed in protecting the community by new restraints upon the liberty of individuals, until the most loyal intentions may not save a man from becoming

Increase in
the Number
of Offences.

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Section 5.

a malefactor and contributing a unit to statistics of crime. The largest contribution to the augmentation is that made by School Board prosecutions, which have increased by 270 per cent. The returns also show how the totals of a year may be increased by muzzling orders, swine-fever orders, and the like.

Increase of
Crime.

If we turn to offences which are criminal in the popular acceptation, it is hardly possible to repeat the satisfactory observation made by the author of the second volume on the decrease of crime within the City. On the other hand, the returns do not disclose, except perhaps in one respect, any alarming growth of criminal habits. In comparing the increase of crime with the increase of the population, it is fair to take into account a consideration to which attention has been directed in connection with the death-rate. Since the City has been in many directions built up to and beyond the municipal boundaries, the census returns of the population of the City show only about one-half of the real increase of the community. It has been shown that the natural increase as determined by subtracting the number of recorded deaths from the number of recorded births is twice as large as the census increase. This means a constant migration to suburbs of persons whose occupations still lie within the boundary, or who are still inhabitants of Birmingham in the larger sense. Now it is certain that this migration does not affect to any large extent the residuum or the criminal classes. It is therefore suggested that, although the increase in the population of the City during the period with which we are concerned was only twenty-two per cent., any comparison of the growth of crime with the growth of population should be made on the basis of a natural increase of forty to fifty per cent.

Crimes of
Violence.

During the latter part of the period public attention was drawn to the serious increase of crimes of violence. Popular feeling culminated in the demand for more drastic measures for the repression of this evil which was made after the murder of Police Constable Snipe on July 18, 1897. Perhaps the best gauge of ruffianism is that supplied by the return of assaults on the police, which is therefore exhibited in a separate table. The number of aggravated assaults rose from twenty-five in 1885 and eighteen in 1886, to fifty-six in 1898 and sixty-one in 1899; but there was no abnormal increase in the number of common assaults.

The prosecutions for drunkenness show neither any serious increase nor any very encouraging diminution; but a notable decline in the number of prosecutions under the Licensing Acts appears to indicate a general improvement in the conduct of licensed premises. The returns of the number of persons prosecuted for prostitution show some remarkable fluctuations, which may be fairly attributed to variations of policy on the part of the police authorities.

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Section 5.
—
Intemperance.

TABLE I.—INDICTABLE OFFENCES.

YEAR.	Offences against the Person.	Offences against Property with Violence.	Offences against Property without Violence.	Malicious Injury to Property.	Forgery and Offences against the Currency.	Other Offences.	Total.	Deduction (see Note).
1885	32	102	785	3	22	37	981	—
1886	43	137	816	1	18	19	1,084	—
1887	46	128	864	4	7	35	1,084	—
1888	33	125	815	6	12	34	1,025	—
1889	42	136	655	4	7	32	876	—
1890	57	129	667	3	5	40	901	—
1891	36	137	705	4	19	49	950	—
1892	71	147	679	2	20	46	965	—
1893	56	257	2,412	10	24	57	2,816	308
1894	65	230	2,141	6	23	60	2,525	459
1895	59	231	2,094	3	18	61	2,466	461
1896	61	174	1,513	8	14	45	1,815	421
1897	92	192	1,426	13	10	55	1,788	375
1898	58	225	1,532	10	12	75	1,912	359
1899	62	234	1,642	2	11	66	2,017	362

This return includes all indictable offences reported to the Police. Until 1893, however, reported cases of simple larceny were omitted from the return if the amount was under 5s. and no apprehension took place. The deduction that should be made from the return of Offences against Property without Violence, and from the total, in order to make the returns after this date uniform with those of 1892 and earlier years, is indicated in the last column.

Bigamy, Concealment of Birth, and Offences under the Criminal Law Amendment Act are included among Offences against the Person. "Other Offences" include Perjury, Keeping Disorderly Houses, and Attempted Suicide.

This classification was first adopted in the Official Returns in 1893. It differs in some respects from that used in the corresponding table in vol. ii., p. 296.

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TABLE II.—CHIEF NON-

NUMBER OF PERSONS

	1885.	1886.	1887.	1888.	1889.
1 Drunkenness	2,931	2,871	2,559	2,451	2,761
2 Licensing Acts	451	501	312	364	365
3 Aggravated Assaults	25	18	24	19	20
4 Assaults on Constables	315	370	346	320	366
5 Common Assaults.....	1,255	1,219	1,211	1,145	1,260
6 Cruelty to Children	—	—	—	—	—
7 Education Acts.....	1,335	1,398	1,614	1,223	1,220
8 Brothel Keeping	—	55	37	47	29
9 Prostitution	125	78	46	40	46
10 Factory and Truck Acts	107	43	49	46	64
11 Shop Hours Act	—	—	—	—	—
12 Adulteration Acts	27	28	22	13	29
13 Diseases of Animals Acts.....	1	3	8	—	2
14 Sanitary Acts.....	148	69	76	77	142
15 Bye-laws.....	2,814	2,844	2,598	2,498	2,759
16 Betting and Gaming	—	—	—	—	—
17 Vagrancy Acts	781	909	841	633	712
18 Poor Law	124	179	246	241	166
19 Pawnbrokers	10	6	7	—	11
20 Unlawful Pledging	39	25	35	50	30
21 Army and Navy Acts	108	91	94	86	89
22 Railway Acts	21	18	20	16	—
23 Tramways Act	—	—	—	—	—
24 Carriage Acts.....	3	46	54	58	72
25 Highways Acts	—	—	—	—	—
26 Revenue Laws	18	21	13	38	334
27 Vaccination Act	—	1	—	—	2
28 Weights and Measures Acts	7	7	18	3	43
29 Cruelty to Animals	128	125	122	122	112
30 Malicious Damage	174	180	216	205	218
31 Offences in relation to Dogs	—	—	—	—	—

INDICTABLE OFFENCES.

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APPREHENDED OR SUMMONED.

1890..	1891.	1892.	1893.	1894.	1895.	1896.	1897.	1898.	1899.
2,911	2,800	3,073	2,762	2,987	2,840	3,211	3,324	4,109	3,722
423	323	302	82	107	131	88	88	110	130
27	28	21	26	27	51	48	57	56	61
433	380	408	449	492	409	457	589	623	585
1,276	1,305	1,396	1,289	1,234	1,241	1,433	1,620	1,750	1,602
—	—	—	32	22	20	34	38	53	41
1,640	2,685	2,904	3,413	3,126	2,445	3,345	4,081	4,135	4,975
58	29	6	33	26	33	65	69	96	113
47	49	52	276	226	220	348	195	263	199
64	43	78	114	65	91	170	144	83	104
—	—	—	—	—	—	4	2	1	8
35	36	70	43	70	89	108	126	100	105
3	2	1	1	5	3	5	819	—	7
107	107	151	165	145	85	115	97	75	66
3,071	2,882	2,989	2,459	2,807	3,403	3,970	4,154	3,301	3,326
—	—	—	6	4	21	8	9	15	3
686	747	789	1,226	1,361	1,187	1,481	1,761	2,167	1,989
156	190	106	71	201	58	33	31	42	50
2	16	9	8	4	1	1	5	2	4
27	42	11	44	40	18	20	20	20	20
87	112	86	101	98	91	75	90	154	118
59	53	58	136	68	68	95	132	123	187
—	—	—	3	—	42	18	23	63	38
114	84	110	124	117	202	126	183	168	146
—	—	—	67	27	44	118	1,420	2,261	2,304
296	406	250	339	113	314	280	248	362	288
—	6	7	36	6	—	5	—	—	—
7	5	28	53	57	34	49	28	30	35
115	105	140	140	135	121	123	228	237	286
235	185	152	274	256	172	143	295	283	208
—	—	—	—	—	—	1	—	1,761	1,107

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TABLE III.—RESULTS OF PROSECUTIONS.

YEAR.	NUMBER OF PERSONS PROCEEDED AGAINST.			INDICTABLE OFFENCES.		SUMMARILY ADJUDICATED.	
	Indictable Offences.	Summarily Dealt with.	Total.	Discharged.	Committed.	Discharged.	Convicted.
1885...	389	12,555	12,944	99	290	3,561	8,994
1886...	332	12,604	12,936	72	260	3,575	9,029
1887...	370	11,923	12,293	103	267	3,273	8,650
1888...	417	11,001	11,418	85	332	2,667	8,394
1889...	368	12,297	12,665	77	291	2,588	9,714
1890...	369	13,447	13,816	90	279	2,582	10,865
1891...	345	14,043	14,388	88	257	2,278	11,765
1892...	416	14,795	15,211	116	300	2,507	12,288

The alterations introduced into the form of the returns in 1893, by direction of the Home Office, render a uniform continuation of the above table, which is continuous with the corresponding table in the second volume, quite impossible. The chief difference lies in the statistical treatment of those Offences (Larceny, Embezzlement, and Receiving) which, though indictable, may be dealt with summarily at the discretion of Magistrates. In the following table these cases appear as Indictable, even though summarily adjudicated.

INDICTABLE OFFENCES.

YEAR.	Total proceeded against.	DISCHARGED.		TRIED SUMMARILY.		Committed for Trial.	Pending at End of Year.	Total Discharged.	Total Committed or Convicted.
		Prosecution Withdrawn.	On the Evidence.	Acquitted.	Convicted.				
1893	1,654	132	278	220	693	324	7	630	1,017
1894	1,535	61	94	427	617	332	4	582	949
1895	1,229	91	69	346	469	254	—	506	723
1896	1,128	80	88	333	418	209	—	501	627
1897	1,332	103	91	339	563	236	—	533	799
1898	1,472	117	83	365	645	262	—	565	907
1899	1,394	117	124	264	567	322	—	505	889

NON-INDICTABLE OFFENCES.

DATE.	Total proceeded against.	DISCHARGED.			Committed to Industrial School.	Convicted.	Delivered to Authorities of Army or Navy.	Total Discharged.	Total Punished.
		Charge Withdrawn.	Charge Dismissed.	Under Summary Jurisdiction Act 16 (1).					
1893...	14,086	4	2,736	487	—	10,727	83	3,227	10,809
1894...	13,851	1,024	778	1,242	20	10,701	86	3,044	10,807
1895...	13,535	1,033	758	1,135	9	10,515	86	2,926	10,609
1896...	16,172	1,353	818	1,280	7	12,640	74	3,451	12,721
1897...	20,433	1,498	1,135	1,423	10	16,276	85	4,062	16,371
1898...	22,589	1,493	1,110	1,472	15	18,356	143	4,075	18,514
1899...	21,994	1,587	1,012	1,450	6	17,768	111	4,049	17,886

TABLE IV.—RESULT OF PROSECUTIONS (SUMMARY).

The totals of the above returns are summarised in the following table.

YEAR.	Discharged or Acquitted.	Committed or Convicted.	Total.
1885.....	3,660	9,284	12,944
1886.....	3,647	9,289	12,936
1887.....	3,376	8,917	12,293
1888.....	2,752	8,666	11,418
1889.....	2,660	10,005	12,665
1890.....	2,672	11,144	13,816
1891.....	2,366	12,022	14,388
1892.....	2,623	12,588	15,211
1893.....	3,357	11,326	15,683
1894.....	3,626	11,756	15,382
1895.....	3,432	11,332	14,764
1896.....	3,952	13,348	17,300
1897.....	4,595	17,170	21,765
1898.....	4,640	19,421	24,061
1899.....	4,554	18,774	23,328

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TABLE V.—ASSAULTS ON THE POLICE.

YEAR.	Prosecuted.	Convicted.
1885.....	815	290
1886.....	370	348
1887.....	346	326
1888.....	320	303
1889.....	366	342
1890.....	433	410
1891.....	380	358
1892.....	403	378
1893.....	449	409
1894.....	492	442
1895.....	372	349
1896.....	457	433
1897.....	589	562
1898.....	623	564
1899.....	585	557

TABLE VI.—SENTENCES PASSED ON SUMMARY CONVICTION.

YEAR.	Imprisonment.	Fine.	Whipping.	To find Sureties or Recognizances.	Delivered to Army or Navy.	Other Punishments.	Sent to Reformatory.	Sent to Industrial School.	TOTAL.
1885...	3,482	5,171	1	94	96	14	46	90	8,994
1886...	1,728	6,967	2	108	78	12	50	84	9,029
1887...	1,796	6,564	1	92	80	21	33	63	8,650
1888...	1,742	6,236	4	112	69	39	52	80	8,334
1889...	1,696	7,638	15	124	77	46	43	75	9,714
1890...	1,789	8,671	8	118	71	71	45	92	10,865
1891...	1,473	9,892	11	141	86	48	55	59	11,765
1892...	1,639	10,182	15	174	63	102	50	63	12,288
1893...	1,228	10,098	7	50	82	—	37	—	11,502
1894...	1,454	9,781	—	45	86	—	30	24	11,420
1895...	995	9,906	3	69	85	—	11	9	11,078
1896...	977	11,964	1	104	74	—	12	7	13,139
1897...	1,233	15,412	10	118	85	—	26	10	16,934
1898...	1,624	17,196	3	153	143	—	21	15	19,155
1899...	1,427	16,759	1	133	111	—	15	6	18,452

TABLE VII.—CLASSIFICATION ACCORDING TO CHARACTER OF PERSONS PROCEEDED AGAINST BY INDICTMENT.

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YEAR.	Known Thieves.	Prostitutes.	Vagrants and Tramps.	Suspicious Characters.	Habitual Drunkards.	Previous Character Good.	Unknown.	TOTAL.	
								Males.	Females.
1885.....	191	17	—	26	16	1	189	312	78
1886.....	88	5	—	31	19	16	238	273	59
1887.....	164	4	—	27	24	9	142	301	69
1888.....	135	1	4	102	21	52	102	355	62
1889.....	86	10	—	79	26	41	126	309	59
1890.....	94	5	1	64	14	40	151	304	65
1891.....	84	5	—	46	13	51	146	272	73
1892.....	139	1	3	102	23	56	92	362	54
1893.....	109	10	3	87	40	181		352	78
1894.....	108	5	1	90	25	258		423	64
1895.....	105	7	1	77	15	184		330	59
1896.....	117	2	2	52	19	185		326	51
1897.....	117	8	—	52	20	233		364	66
1898.....	No Return								
1899.....	No Return								

TABLE VIII.—CLASSIFICATION ACCORDING TO CHARACTER OF PERSONS PROCEEDED AGAINST SUMMARILY.

YEAR.	Known Thieves.	Prostitutes.	Vagrants and Tramps.	Suspicious Characters.	Habitual Drunkards.	Previous Character Good.	Unknown.	TOTAL.	
								Males.	Females.
1885...	548	650	261	334	2,209	4,289	4,264	9,849	2,706
1886...	619	553	221	392	1,945	3,052	5,822	10,101	2,503
1887...	530	453	237	407	1,796	4,203	4,297	9,590	2,333
1888...	307	320	231	512	1,700	3,749	4,182	9,016	1,955
1889...	121	374	230	546	1,820	4,509	4,697	10,170	2,127
1890...	91	381	211	475	2,052	5,263	4,974	11,106	2,341
1891...	93	399	215	574	2,054	6,240	4,468	11,724	2,319
1892...	156	340	249	635	1,964	4,620	4,324	10,454	1,834
1893...	112	401	300	1,049	1,501	11,891		13,153	2,101
1894...	115	616	246	705	1,657	11,548		12,309	2,578
1895...	121	422	166	804	1,196	11,666		12,215	2,160
1896...	106	523	224	672	1,817	13,581		14,248	2,675
1897...	210	381	308	1,018	1,901	17,517		18,818	2,517
1898...	No Return								
1899...	No Return								

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TABLE IX.—JUVENILE OFFENDERS.

YEAR.	Felony.	Misdemeanour.	Drunkenness.	Vagrancy.	Total.
1885	306	246	2	262	816
1886	361	204	1	301	867
1887	286	203	-	243	732
1888	363	222	2	159	746
1889	406	274	2	219	901
1890	330	277	3	210	820
1891	351	313	8	199	871
1892	363	348	-	244	955
1893	395	377	1	210	983
1894	326	335	1	166	828
1895	254	133	2	298	687
1896	272	164	4	357	797
1897	307	430	1	227	965
1898	313	467	1	204	985
1899	237	442	-	184	863

TABLE X.—NUMBER OF JUVENILE OFFENDERS AT DIFFERENT AGES.

YEAR.	Seven.	Eight.	Nine.	Ten.	Eleven.	Twelve.	Thirteen.	Fourteen.	Fifteen.	TOTAL.	
										Boys.	Girls.
1885...	10	30	55	74	87	121	107	152	180	742	74
1886...	10	25	39	90	79	132	127	173	192	808	59
1887...	9	19	50	52	74	98	109	141	180	649	83
1888...	17	22	38	44	81	110	133	138	167	675	71
1889...	6	20	37	70	89	108	152	170	254	812	89
1890...	11	23	59	84	81	97	108	139	218	745	75
1891...	12	24	30	52	77	98	147	189	242	805	66
1892...	9	17	36	74	96	114	143	198	268	884	71
1893...	11	20	43	70	94	128	155	213	249	921	62
1894...	5	16	36	57	77	100	141	168	228	765	63
1895...	9	22	18	42	73	82	119	127	195	638	49
1896...	2	15	27	39	66	104	134	182	228	754	43
1897...	6	11	21	46	69	116	157	228	311	911	54
1898...	1	9	20	36	55	108	149	267	340	982	53
1899...	4	8	19	34	56	87	123	217	315	821	42

TABLE XI.—LICENSED HOUSES AND DRUNKENNESS.

YEAR.	Public Houses.	Beer Houses.	Licensed Refreshment Bars.	Licenses Cancelled for Misconduct.	Convictions for Drunkenness.	Convictions for Offences while Drunk.
1885	653	1,505	18	1	2,931	3,622
1886	657	1,507	16	—	2,871	3,185
1887	657	1,496	18	1	2,559	2,969
1888	656	1,495	17	—	2,451	2,877
1889	653	1,497	16	4	2,761	3,111
1890	653	1,508	17	2	2,911	3,272
1891	649	1,505	17	3	2,800	3,051
1892	692	1,653	18	1	3,073	3,255
1893	667	1,641	18	8	2,762	3,081
1894	669	1,634	19	4	2,937	3,239
1895	666	1,618	16	4	2,840	3,019
1896	661	1,609	15	—	2,897	3,383
1897	663	1,609	17	1	3,055	3,970
1898	653	1,590	18	2	3,670	4,286
1899	657	1,608	15	—	3,410	3,937

Among Beerhouses are included two houses—in the later years one—licensed for Cider only.

The increase of 43 Public Houses and 148 Beerhouses in 1892 was due to the extension of boundaries. Allowing for the extended area, the number of Licensed Houses has been diminished by 84, or about $3\frac{1}{2}$ per cent. The ratio of increase of Offences due to Drink is slightly lower than the ratio of increase of population.

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TABLE XII.—MISCELLANEOUS POLICE STATISTICS.

YEAR.	Hackney Carriages.	Omnibuses, Bikes, and Tricars.	Pedlars.	Ticket of Leave Men.	Persons under Police Supervision.	Brothels and Houses of Call.	Prostitutes.
1885.....	527	225	467	173	260	151	179
1886.....	603	243	460	163	291	52	63
1887.....	698	273	479	179	330	36	62
1888.....	605	320	417	141	275	36	71
1889.....	552	294	408	137	274	39	75
1890.....	569	299	356	110	259	27	53
1891.....	554	305	377	108	168	32	33
1892.....	565	309	371	108	168	30	18
1893.....	579	320	392	90	113	35	66
1894.....	573	355	381	103	120	42	51
1895.....	550	352	345	100	117	42	51
1896.....	535	359	351	123	102	40	54
1897.....	635	367	312	106	113	N.R.	N.R.
1898.....	700	396	356	N.R.	226	N.R.	N.R.
1899.....	658	431	320	N.R.	190	N.R.	N.R.

N.R.—No Return.

The number of prostitutes returned includes those only known to be residing in brothels known to the Police.

Section 6.

Numerical
Strength and
Equipment.

VI.—THE FIRE BRIGADE.

Throughout the period under review Mr. A. R. Tozer has continued to act as Superintendent of the Fire Brigade; and the reports presented annually by the Watch Committee on the discipline and efficiency of the Brigade have been uniformly satisfactory.

The increase in the numbers and the equipment of the Brigade is shown in the following comparison.

	December 31, 1884.	December 31, 1899.
Numerical strength of Brigade	27	65
Fire Stations.....	2	15
Police Stations.....	7	9
Steam Fire Engines	1	5
Manual Engines	5	2
Fire Escapes	9	26
Ladders	37	61
Hand Pumps.....	27	72
Stand Pipes	20	53
Hose (yards).....	3,662	9,500
Canvas Buckets.....	85	306
Ambulances	—	5
Extincteurs	—	7
Horses	6	14

Thus during the fifteen years the resources of the Brigade have been doubled or trebled in every important respect. This increase appears to be out of all proportion to the increase in the number of lives and the amount of property claiming protection against fire. It is justified by the vast number of warehouses and factories that have been erected during the period; and it will be observed that it is not notably disproportionate to the increase in the actual number of fires with which the Brigade has been called upon to deal. The following table shows the number of fires to which the Brigade was summoned in each year, false alarms and chimney alarms being omitted. The increase shown is, no doubt, in part due to improved facilities for communicating with the fire stations. The enlargement of the area of the City must also be taken into account.

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Increase
in the
Number
of Fires.

YEAR.	Fires.	Within City.	Without City.	DAMAGE.		Estimated amount of Damage.	Estimated amount at risk.
				Serious.	Slight.		
						£	£
1885.....	247	245	2	19	228	17,553	661,928
1886.....	234	232	2	9	225	8,223	662,763
1887.....	265	259	6	17	248	29,216	654,007
1888.....	279	275	4	15	264	62,664	1,160,709
1889.....	307	293	14	19	288	46,957	903,702
1890.....	344	331	13	19	325	30,394	921,361
1891.....	386	382	4	30	356	23,035	933,586
1892.....	392	388	4	23	369	18,523	1,021,708
1893.....	489	480	9	31	458	31,296	1,563,167
1894.....	405	398	7	18	387	39,392	1,675,562
1895.....	491	480	11	33	458	60,290	1,538,202
1896.....	454	448	6	22	432	35,688	1,726,148
1897.....	554	546	8	33	521	37,976	1,809,999
1898.....	515	512	3	29	486	29,033	1,901,443
1899.....	529	519	10	41	488	77,872	2,118,915
TOTALS	5,891	5,788	103	358	5,533	548,112	19,253,200

The causes of these 5,891 fires were classified in the annual returns of the Superintendent as follows. For the sake of comparison the corresponding statistics for two decades are added. The most notable increase shown is that of the number of fires attributed to domestic accidents and to turbulent conduct.* It is also significant that the number of fires due to defective building construction is much larger in the latter decade.

Causes of
Fires.

* See note on next page.

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	1885 to 1889.	1890 to 1899.	1890 to 1899.
Boiling, drawing off, or working of oils, spirits, and chemicals.....	240	71	193
Lights thrown down, sparks from fire, children playing with fire and lucifers	1,220	419	950
Clothes taking fire, candles, lamps, airing linen, wax tapers, and smoking tobacco	1,015	222	861
Furnaces, muffles, ovens, stoves	264	176	194
Hot ashes, coke, metal, soot	269	111	199
Intoxication, insanity, quarrelling.....	55	6	50*
Electric light apparatus	13	6	7
Friction of machinery	16	6	11
Sparking from chimneys, locomotives, or machinery	68	11	60
Gas, gas explosions, defective fittings, gas stoves	497	180	372
Spontaneous ignition of various substances.....	186	85	130
Timber too near flues and fireplaces	1,411	569	1,058
Boiler explosions	11	1	10
Suspicious and incendiary	125	99	63
Lime slacked by rain, etc.	7	1	6
Concentration of sun's rays	2	1	1
Gunpowder and fireworks	4	-	4
Lightning.....	7	4	3
Electricity	10	-	10
Fumigation	6	-	6
Hot-water pipes	1	-	1
Unknown	464	196	369

* Fires caused by rock-oil lamps have recently been transferred in the tabulation to the head "Insanity, etc."

Insurance.

It will be observed that there has been a considerable decrease in the number of fires returned as suspicious or incendiary. The returns therefore do not support the surmise that incendiarism is a cause of the constant growth in the number of fires. This theory seems also to be discredited by the following table, which shows a constant decrease in the proportion of fires in which the damage to goods is covered by insurance.

YEAR.	INSURED.		NOT INSURED.		PERCENTAGE INSURED.	
	Contents.	Buildings.	Contents.	Buildings.	Contents.	Buildings.
1880-1884...	515	694	301	164	63·1	80·9
1885-1889...	726	1,081	576	221	55·7	83·0
1890-1894...	972	1,694	948	252	50·6	87·1
1895-1899..	1,141	2,203	1,297	264	46·7	89·3

The second steam fire-engine was authorised in 1887. It was used for the first time at a great fire in Corporation Street on the 13th of January, 1888, when the Central Arcade and the premises of Messrs. Marris and Norton were destroyed. This was the first serious conflagration among the tall buildings that became for the first time numerous in the centre of the City after the clearance of the Improvement area and the construction of Corporation Street. This experience led to an immediate reconsideration of the sufficiency of the apparatus of the Fire Brigade. It was decided to add, at a cost of £712, a third steam fire-engine of sufficient power to deliver 750 to 900 gallons a minute, and to throw a 1½ inch jet to a height of 175 feet. Several lives having been rescued with difficulty from this conflagration, public attention was called to the danger incurred by persons sleeping in the top floors of lofty buildings. In 1891 a fire-escape with a reach of 70 feet was provided at a cost of £90.

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Fire Engines.

The enlargement of the City in 1891, by which its acreage was increased from 8,420 to 12,365, necessitated a considerable addition to the strength of the Brigade. There had been volunteer brigades at Harborne and at Balsall Heath, with a professional fireman in charge of the fire-station at Lime Grove, Balsall Heath. These brigades were disbanded. The stations at Balsall Heath and at Harborne were taken over by the Corporation, and a fire-escape station instituted at Saltley. An officer was appointed to the charge of each station, with seven men at Balsall Heath, three at Saltley, and four at Harborne. This increase involved an immediate outlay of £418 in appliances, and an addition of about £1,500 to the annual expenditure for the pay of the men.

1891—
Provision for
the Added
Districts.

In 1897 plans were adopted for the extension of the Chief Fire Station in Upper Priory, at a cost of £2,290. The land required, an area of 120 yards, was rented from the Improvement Committee at £45 annually. The payment of rent will cease when the Improvement Scheme loans are paid off. The new building contains three offices on the ground floor, and four four-room flats for officers' dwellings on the upper storeys.

1897—
Extension
of the Fire
Station.

In 1899 the Watch Committee reported that the Brigade had found the supply of water in the centre of the town inadequate for their operations; and that the Water Department had intimated that they could not undertake the expense of laying larger

Enlargement
of Water
Mains.

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mains for protection against fire where the existing mains were adequate to the ordinary demand. The question of responsibility was submitted to the Town Clerk, who advised that the duty of seeing that there was enough water available for fire extinction rested upon the Watch Committee. The Committee therefore obtained authority from the Council to raise £4,000 by loan for the enlargement of water mains in certain parts of Market Hall Ward.

Wages.

A new scale of wages was granted to the firemen in 1890, the pay of the first-class men being advanced by 1s., and that of the second-class men by 6d., a week. The scale for ordinary firemen is now as follows. The weekly pay during three months of probationary service is 21s. 6d., and then 22s. 6d., rising by 6d. annually to 23s. 6d. At the end of the third year a man whose conduct has given satisfaction is promoted to the first class, with pay at 24s. 6d., advancing by 6d. annually to a maximum of 27s. A merit stripe adds 6d. to the weekly pay. The assistant engineers receive from 28s. to 31s., the engineer 36s., and the chief engineer 40s. per week. These wages are in addition to house accommodation. The immediate annual cost of the concession was £65.

Superannua-
tion Fund.

The establishment of a Fire Brigade Superannuation Fund was approved by the Council, at the recommendation of the Watch Committee, in February, 1896. The revenue of the Fund is provided by contributions equal to $2\frac{1}{2}$ per cent. of pay from members of the Brigade, and by the transference of an amount equal to 15 per cent. of the whole pay of the Brigade from payments made by insurance companies and private persons in return for services rendered, and gratuities in respect of such services. If these payments in any year are less than the fifteen per cent. the deficiency is made good from the Borough Fund.

Pensions will be paid from the fund to retired firemen who have either served thirty years and reached the age of 55, or, after not less than fifteen years service, are incapacitated by accident sustained on duty, or by infirmity. The scale of pensions is the lower scale of the Police Act, 1890. The pensioner will receive one-sixtieth of the pay received by him immediately before retirement in respect of each of the first twenty years of service, two-sixtieths for each year from the twenty-first to the twenty-fifth, and one-sixtieth for each year after the twenty-fifth. The maximum pension is two-thirds of pay. At the discretion of the Watch Com-

mittee, gratuities or pensions, of an amount not greater than that earned by fifteen years service, may be paid to men incapacitated by accident after a term of service shorter than fifteen years. The Committee may also grant gratuities to the widows and families of men killed on duty from the fund.

No payment may be made out of the fund until it has appeared by a valuation made in accordance with the provision of the Consolidation Act, section 238 (6), that the fund is sufficient to provide pensions according to the scale. When the payments begin the Corporation will cease to insure the firemen against accident. It was calculated at the outset that the fund would reach an amount sufficient to satisfy the statutory valuation in from eight to ten years. In order to hasten its operation the Brigade started the fund with a donation of £500 from their voluntary thrift-fund, and in the course of the year 1897 the sum of £1,193 was contributed by private liberality. Other voluntary donations have been made to the fund. Its growth is shown in the following table.

YEAR.	Contributions of Members.	Received from Insurance Companies.	Received from Sundry Persons.	Donations.	Fines.	Bankers' Interest.	Total.
	£	£	£	£	£	£	£
1896-7	111	703	148	563	1	25	1,551
1897-8	114	805	286	1,260	4	56	2,525
1898-9	120	653	319	61	—	142	1,295
1899-1900	122	749	326	38	2	198	1,435
TOTAL.....	467	2,910	1,079	1,922	7	421	6,806

The following table shows the income and expenditure of the Watch Committee on Improvement Account. The totals include receipts and expenses in respect of Hackney-carriage inspection as well as of the Brigade. The capital expenditure includes £12,700 late Commissioners' Bonds; the rest is Sanitary Capital raised for Fire Brigade purposes. The interest and sinking fund on the latter, but not on the former, capital are included in the

Finance.

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expenditure of the Fire Brigade, which is shown separately from the financial year 1890-1 onwards. The sudden decline in the income in 1896-7 is due to the transference of certain receipts to the Superannuation Fund.

YEAR.	INCOME		EXPENDITURE		Capital Expenditure to date.	Outstand- ing Debt.
	Total.	Fire Brigade.	Total.	Fire Brigade.		
	£	£	£	£	£	£
1885.....	1,182	—	5,846	—	36,253	28,348
1886.....	1,242	—	5,673	—	36,253	27,875
1887.....	1,349	—	6,065	—	36,253	27,417
1888.....	1,043	—	5,846	—	36,253	26,914
1889.....	1,063	—	6,100	—	37,078	27,262
Jan.-Mar.						
1890.....	393	—	1,572	—	37,078	27,262
1890-1.....	1,278	976	6,593	6,270	37,078	26,755
1891-2.....	1,462	1,158	8,130	7,809	37,867	26,829
1892-3.....	1,448	1,107	9,738	9,414	37,867	26,212
1893-4.....	1,767	1,381	9,582	9,257	37,867	25,572
1894-5.....	1,344	1,016	9,242	9,132	37,867	24,909
1895-6.....	1,233	871	9,328	8,982	37,867	24,223
1896-7.....	738	373	9,641	9,260	37,867	23,511
1897-8.....	943	521	10,432	9,833	38,867	23,773
1898-9.....	960	518	11,617	11,189	39,867	23,943
1899-1900 ...	795	346	12,459	11,995	41,846	25,079

VII.—THE INDUSTRIAL SCHOOL.

Chairmen of the Industrial School Committee.

1884-1887.—HENRY MANTON.

1887-1894.—W. J. LANCASTER.

1894-1896.—R. C. JARVIS.

1896-1897.—S. W. COOMBS.

1897-1899.—WILLIAM JONES.

The best test of the success of the Industrial School is that afforded by the result of the enquiries made as to the conduct of the boys two years or more after the end of their detention in the school. The returns made in respect of boys who left the school in the nine years from 1889 to 1897 are as follows.

CHAP. X.
Section 7.Success
of the
School.

	1889-91.	1892-94.	1895-97.	Total.
Doing Well	91	76	111	278
Doubtful	8	6	5	19
Unknown	5	4	6	15
Convicted of Crime	—	1	7	8
Dead	1	—	5	6
	105	87	134	326

Thus 85·3 of the boys were found to be conducting themselves creditably, while only 2·4 were known to have relapsed into crime. The corresponding percentages to 1884 were: Doing well 80, criminal, 5.

As the great majority of the boys of the school have the worst sort of parentage, these returns appear to be worthy of the consideration of any one who is tempted to embrace the more extreme theory of the heredity of crime which is now so widely current.

CHAP. X.
Section 7.

—
Emigration.

The most favourable reports are those received in respect of boys sent to Canada. The first trial of emigration was in 1884. The Committee was fortunate in obtaining the assistance of Mr. J. T. Middlemore, now Member of Parliament for North Birmingham, and at that time a member of the Council. Mr. Middlemore is the founder of the Emigration Homes in Birmingham, the great success of which is largely due to his custom of travelling to Canada, year by year, with the boys sent out, and seeing them placed in suitable employment. For many years Mr. Middlemore personally took charge of the boys emigrated from the Industrial School. The number sent out each year varied from eight to twenty; and the cost of emigration was £10 a head.

Enlargement
of the
School.

The cost of the extension of the School that had been authorised in 1884 was about £500 in excess of the estimate of £1,355. A further extension was authorised in 1889, the estimated cost being £2,500, and the actual cost £2,705. After this enlargement the School was certified for 160 boys. It was expected that the additional accommodation would at once be required for boys committed by the Birmingham magistrates, who had frequently discharged boys on the ground that there was no school to receive them. The expectation was not fulfilled. In 1896 there were only 131 boys in the School, and it was resolved to revive an agreement with the London School Board which had been discontinued in 1882. By this agreement the Board sends boys to the School, paying the difference between the Treasury allowance and seven shillings a week. The average cost of maintenance and education was about 6s. 10d. The reasons assigned for the decline in the admissions were the recent establishment in Birmingham of a branch of Dr. Barnardo's Homes, the rescue work of the Middlemore Homes, and the activity of the School Attendance Officers. In 1898 authority was obtained to add an outdoor recreation room at a cost of £300.

The school has been conducted on the principles already described (ii., 321); and the reports of the Government Inspectors have been uniformly favourable. In 1893, for example, the Inspector remarked: "I know no school that has improved more in the last few years. The boys were looking very well, bright, healthy, and happy."

Some changes in the law governing Industrial Schools have

been made, giving larger discretion to the local managers. The Reformatory and Industrial Schools Act, 1891, empowered managers to apprentice or dispose of any well-conducted inmate, with his consent, in any trade, calling or service, or by emigration, before the expiry of his period of detention, the consent of the Home Secretary being required in some cases. The Industrial Schools Amendment Act, 1894, provided that a boy sent to an Industrial School should remain under the supervision of the managers until he reached the age of eighteen, and gave the managers power to recall him for three months if they thought it necessary for his protection. In 1896 a Departmental Committee made a report advising the Treasury that the grant and the obligation of the local authority should cease after three years' detention, if the boy were then $14\frac{1}{2}$ years of age. This was intended to encourage the practice of licensing out. It was represented that too long detention caused discontent and was injurious to character; that the prospect of a license was an incentive to good conduct; and that, as during the period of the license the boy, though free, was still under probation, the system mitigated the dangers of the sudden transition from the school to unrestrained liberty. The Committee, after considering this recommendation, resolved to give a license to all boys at the age of fifteen who were fit and who received a good character from the Master. This change reduced the average period of detention to about four years.

CHAP. X.
Section 7.

—
Legislation
Affecting
Industrial
Schools.

The particulars of the income of the school for the year 1899–1900 are as follows : Finance.

Her Majesty's Treasury	£1,919
London School Board for maintenance	291
Sales	434
Rents, etc.	205
Miscellaneous	1
Contributions for Superannuation	20
	<hr/>
	£2,870

The current expenditure was £3,877 and the payment for interest and sinking fund £941. The item of Sales does not cover the total yield of the Farm, as much of its produce is consumed in the School.

CHAP. X.
Section 7.

The financial history of the School is summarised in the following table.

YEAR.	Inmates.	Income.	Expenditure.	Cost to the Rates.	Capital Expenditure.	Outstanding Debt.
		£	£	£	£	£
1885	—	1,982	3,782	1,850	16,351	12,670
1886	144	2,067	4,250	2,183	16,708	12,467
1887	150	2,125	3,860	1,735	16,708	11,922
1888	146	2,121	3,934	1,813	16,708	11,367
1889	145	2,055	3,931	1,876	16,708	10,811
1890-1	150	2,118	4,179	2,061	19,263	12,811
1891-2	150	2,029	4,485	2,456	19,263	12,173
1892-3	149	2,044	4,555	2,511	19,263	11,479
1893-4	145	2,124	4,321	2,197	19,263	10,840
1894-5	149	2,057	4,352	2,295	19,773	10,701
1895-6	148	2,025	4,388	2,363	19,773	10,046
1896-7	147	2,215	4,264	2,049	19,773	9,279
1897-8	154	2,469	4,648	2,179	19,773	8,638
1898-9	160	2,782	5,056	2,274	19,773	7,861
1899-1900	157	2,870	4,818	1,948	19,773	7,210

The number of inmates given is that stated in the annual report to the Council, which is usually made in the early summer. No return was made in 1885.

From 1886 to 1899 the offices of Master and Matron were held by Mr. and Mrs. F. G. Horth.

CHAPTER XI.

THE CITY LUNATIC ASYLUMS.

Chairman of the Lunatic Asylums Committee of Visitors.
1884-1899.—G. B. LLOYD.

IN the second volume of this work an account has been given of the establishment in 1850 of the Lunatic Asylum at Winson Green, and of the addition in 1881 of the Rubery Hill Asylum for the reception especially of epileptic, imbecile, and other chronic cases. Almost all the patients admitted each year at Rubery Hill are transferred from Winson Green, where all patients sent under the Poor Law are received in the first instance.

The following table summarises the statistical history of the asylums taken together.

CHAP. XI.
—
The Two
Asylums.

Statistics:
Number of
Patients.

YEAR.	Patients January 1st.	Admitted during Year.	Discharged.	Died.
1884	1,096	421	372	110
1885	1,085	461	289	109
1886	1,098	390	248	91
1887	1,149	314	195	94
1888	1,174	331	200	128
1889	1,177	319	219	130
April-March	April 1st.			
1890-1	1,138	415	248	99
1891-2	1,206	459	232	148
1892-3	1,284	415	331	120
1893-4	1,248	379	218	131
1894-5	1,278	384	209	144
1895-6	1,309	407	228	134
1896-7	1,354	402	208	127
1897-8	1,421	434	235	154
1898-9	1,466	399	242	137
1899-1900.....	1,486	535	303	190

In the next table statistics are given, from 1892, of the condition of the patients returned above as discharged. The recovery-rate is calculated on the admissions (except those of patients

Condition of
Patients
Discharged.

The financial history of the School is summarised in the following table.

Year.	Inmates.	Income.	Expenditure.	Cost to the Rates.	Capital Expenditure.	Outstanding Debt.
		£	£	£	£	£
1883	—	1,992	3,782	1,850	16,351	12,670
1884	144	2,067	4,250	2,183	16,708	12,467
1885	150	2,125	3,960	1,735	16,708	11,922
1886	146	2,121	3,934	1,813	16,708	11,367
1887	145	2,055	3,931	1,876	16,708	10,811
1888	150	2,116	4,179	2,061	19,263	12,811
1889	150	2,029	4,485	2,456	19,263	12,173
1890	142	2,044	4,555	2,511	19,263	11,479
1891	145	2,134	4,321	2,197	19,263	10,840
1892	149	2,057	4,352	2,295	19,773	10,701
1893	148	2,025	4,388	2,363	19,773	10,046
1894	147	2,215	4,264	2,049	19,773	9,279
1895	154	2,469	4,648	2,179	19,773	8,638
1896	160	2,732	5,056	2,274	19,773	7,861
1897-1898	157	2,870	4,818	1,948	19,773	7,210

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—
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Statistics:
Number of
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YEAR.	Patients January 1st.	Admitted during Year.	Discharged.	Died.
1884	1,096	421	372	110
1885	1,035	461	289	109
1886	1,098	390	248	91
1887	1,149	314	195	94
1888	1,174	331	200	128
1889	1,177	319	219	130
April-March	April 1st.			
1890-1	1,138	415	243	99
1891-2	1,206	459	232	148
1892-3	1,284	415	331	120
1893-4	1,248	379	218	131
1894-5	1,278	384	209	144
1895-6	1,309	407	228	134
1896-7	1,354	402	208	127
1897-8	1,421	434	235	154
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In the next table statistics are given, from 1892, of the condition of the patients returned above as discharged. The recovery-rate is calculated on the admissions (except those of patients

Condition of
Patients
Discharged.

CHAP. XI.

transferred from other asylums) during the same year. It therefore becomes to a certain extent misleading in years when the number of admissions is much above or below the average. The sudden fall recorded in the last year of the period is evidently due to an abnormal number of admissions. The death-rate is calculated on the average number of patients in the asylums during the year.

YEAR.	Recovered.	Relieved.	Not Improved.	Recovery-rate per cent.	Death-rate per cent.
1892-3	176	22	138	44.2	9.4
1893-4	182	8	28	49.5	10.3
1894-5	175	9	25	47.8	11.2
1895-6	190	11	27	49.6	10
1896-7	167	20	21	43.5	9.3
1897-8	161	15	59	41.4	10.6
1898-9	201	29	12	52.6	9.1
1899-1900	166	19	118	31	12.6

Increase of
Pauper
Lunacy.

The increase of about thirty-six per cent. in the number of patients does not fully represent the actual increase of pauper lunacy within the City. After providing for the patients placed in the Asylums at the charge of the Poor-law Guardians of the parishes comprised in the City, accommodation is found for private patients, and for patients sent under contract from Poor-law Unions outside the City. In spite of the extensions of the certified accommodation to be described below, the demands of the parishes have pressed hardly upon the resources of the Committee; and the number of private and contract patients has therefore diminished. The following comparison may serve to show what allowance should be made for this consideration.

	Jan. 1, 1885.	March 31, 1900.
Birmingham Parish	739	945
Birmingham Borough (City)	6	5
Aston Union (in the City)	160	336
King's Norton Union (in the City) ..	22	140
Total	927	1426
Private Patients	47	30
Contract Patients	61	30
Total	1,035	1,486

On the other hand, allowance is to be made for the extension of the boundaries in 1891. The number of patients transferred, in consequence of this extension, from the County to the City Asylums was 84. The increase of pauper lunacy during the fifteen years was therefore about forty-four per cent.

The principal cause of an increase which is seriously, if not alarmingly, disproportionate to the normal growth of the population, is easily found. It has already been stated (ii., 332) that the cases attributable to drink were, in 1883, 14·2, and in 1884, 9·7, per cent. of the whole number of admissions to Winson Green Asylum. This percentage rose to 24·6 in 1897, and 30 in 1898. Commenting on this evidence, Dr. Whitcombe remarks that where there is any hereditary disposition to insanity, the injurious effects of alcohol are much more powerful; and that such a tendency may often be defeated by total abstinence. It must be added that, in the opinion of the Commissioners in Lunacy, the recorded or statistical increase in the number of patients has recently been larger than the actual increase of lunacy. It is due in part to greater accuracy of registration, and to extended views of the necessity of confinement. Fewer mentally afflicted persons are retained in workhouses, and fewer patients are discharged without recovery.

The annual accounts of the Lunatic Asylums Committee Finance, are summarised in the following table.

YEAR.	Average Number of Patients.	Income.	Expenditure	Profit.	Loss.	Weekly Cost per head.
		£	£	£	£	s. d.
1884	1,046	28,749	26,664	2,085	—	9 0 ³ / ₄
1885	1,120	29,695	26,668	3,027	—	8 6 ³ / ₄
1886	1,094	27,211	25,609	1,602	—	8 10 ³ / ₄
1887	1,165	29,293	27,033	2,260	—	8 8 ³ / ₄
1888	1,180	29,711	27,353	2,358	—	8 9 ³ / ₄
1889	1,187	30,130	26,910	3,220	—	8 6
Jan.-Mar. 1890	—	7,156	7,417	—	260	—
1890-1	1,204	31,232	27,971	3,261	—	8 7 ¹ / ₄
1891-2	1,183	30,190	28,960	1,230	—	9 2 ¹ / ₄
1892-3	1,264	31,372	27,420	3,952	—	8 1 ¹ / ₄
1893-4	1,262	31,213	28,877	2,336	—	8 6
1894-5	1,285	31,886	28,916	2,970	—	8 5 ¹ / ₄
1895-6	1,336	32,755	30,510	2,245	—	8 6 ³ / ₄
1896-7	1,370	33,854	32,793	1,061	—	8 10 ¹ / ₄
1897-8	1,452	35,567	34,990	637	—	8 11 ¹ / ₄
1898-9	1,493	37,184	37,025	159	—	9 1 ¹ / ₄
1899-1900	1,511	37,644	38,697	—	1,053	9 5 ¹ / ₄

CHAP. XI.

The Balance Sheet of March 31st, 1900, showed an excess of assets over liabilities of £11,599.

Increase of
Cost per
Head.

It appears from the above statement that the weekly cost of maintenance of each patient has approached, and at last exceeded, the charge of 9s. paid by the Poor-law Guardians; and that in consequence the annual profit disappeared in the last year of the period. Early in 1900 the weekly charge was raised to 9s. 6d. In this connection it may be remarked that the Commissioners in Lunacy, after their annual visit to the asylums, while uniformly commenting in a highly favourable strain upon the management and general arrangements of the institutions, rarely fail to suggest some small addition to the provision made for the comfort and entertainment of the patients. The cumulative effect of these humane suggestions may have contributed to the gradual increase in expenditure shown in the accounts, which is however mainly attributable to increased cost of provisions, fuel, and wages.

Building
Fund
Account.

The profits made upon the maintenance of private and contract patients are transferred each year to a Building Fund. From the fund the Committee has been able to meet the cost of minor improvements and extensions of the buildings without applying to the Council for a grant of new capital. The following table contains a summary of the Building Fund accounts from 1890.

YEAR.	INCOME.		Expenditure.	Balance in Hand at end of Year.
	Profits Transferred	Bank Interest.		
	£	£	£	£
1890-1	1,925	120	685	4,000
1891-2	4,422	120	4,147	5,396
1892-3	3,143	116	7,638	1,016
1893-4	3,839	89	951	3,994
1894-5	2,827	91	693	6,219
1895-6	2,357	77	5,355	3,298
1896-7	5,268	135	4,392	4,309
1897-8	4,331	167	4,152	4,655
1898-9	2,805	149	3,155	4,454
1899-1900	2,828	100	4,774	2,608

The sources from which the income of the Lunatic Asylums is derived are shown in the following analysis of one year's income.

The year selected is 1898-9—a year in which the income almost exactly balanced the expenditure.

CHAP. XI.

Income of the Committee.

Maintenance, etc., of Birmingham Lunatics ..	£34,350
Maintenance of pauper Lunatics not of Birmingham	180
Maintenance of private patients	1,108
Goods sold from House	559
Profit on Farm and Garden	818
Rents received	169

£37,184

Cost to the Municipal Rate.

The sum of £34,350 therefore represents, for the year in question, the burden of lunacy upon the poor rates, but the Municipal Rate has to bear the further burden of providing the land and buildings. The expenditure of the Lunatic Asylums Committee, as shown in their own accounts summarised above, does not include any charge for interest and repayment of the loans raised by the Council for the building of the Asylums. It is therefore necessary to add a summary of the Lunatic Asylum accounts, as they appear in the annual financial statement of the Council. The debt upon the Winson Green Asylum was cleared off in 1891.

LUNATIC ASYLUMS MUNICIPAL ACCOUNT.

YEAR.	Interest and Sinking Fund.	Expenditure on Capital Account.	Total of Capital Expenditure at end of year.	Outstanding Debt at end of year.
	£	£	£	£
1885.....	5,684	—	242,773	140,653
1886.....	5,176	—	242,773	140,288
1887.....	5,276	—	242,773	139,985
1888.....	6,210	—	242,773	138,842
1889.....	5,570	—	242,773	138,331
Jan.-Mar.				
1890.....	1,290	—	242,773	138,331
1890-1.....	5,527	—	242,773	137,812
1891-2.....	5,680	—	242,773	137,284
1892-3.....	5,115	—	239,555*	131,070
1893-4.....	5,170	7,105	246,660	137,788
1894-5.....	5,538	7,944	254,604	145,229
1895-6.....	6,510	7,951	262,555	152,064
1896-7.....	6,472	—	262,555	149,970
1897-8.....	6,590	10,000	272,555	158,794
1898-9.....	7,027	786	273,341	158,133
1899-1900 ..	9,315	1,938	275,279	156,342

* In this year the Capital Account was diminished by the value (£3,218) of land transferred to the Health Committee.

CHAP. XI.

Chief Offices.

Throughout the period treated in this volume Dr. Whitcombe retained the office of Medical Superintendent at Winson Green. In 1891 Dr. Lyle resigned this office at Rubery Hill, and was succeeded by Dr. A. C. Suffern.

Extension of
Rubery Hill
Asylum.

The first proposal for an extension of the asylums was made in 1888, when the Committee asked authority to spend £31,000 on an enlargement of Rubery Hill. In view, however, of the impending legislation on local government, which, as it was thought, might in some way modify the responsibility of the Council, the recommendation was not accepted. The scheme was brought forward again, and approved by the Council, in February, 1893. The Committee pleaded that, as the weekly cost of maintenance was less than 9s. for each patient, while the contract payment was from 13s. to 14s., it was more economical to provide more accommodation than was absolutely necessary and receive outside patients, than to send patients to other asylums. The scheme provided room for 180 additional patients. The additional land which had been bought at Rubery was paid for in part by applying the £3,218 received from the Health Committee for the land at Winson Green that had been transferred, while the balance of £2,762 was paid out of the Building Fund. The loan authorised for the building was £25,000; but only £23,000 was actually raised. The building was finished early in 1895.

Temporary
Asylum,
Sandwell
Hall.

Within two years a further extension became necessary. On the first day of the year 1897 the number of patients was 1,388, or only 41 less than the authorised accommodation. The pressure was most serious on the male side, a preponderance of male over female lunacy being a striking feature of recent experience in Birmingham. The Committee reported, on the 6th of April, 1897, that the time had come to prepare for a third asylum. There was no room for extension at Winson Green; and though a further extension of Rubery Hill was possible, it would not satisfactorily meet the difficulty, for, in the interest of the curable cases, it was desirable to adhere as far as possible to the original intention of keeping that asylum exclusively for the more permanent and the hopeless cases. As a temporary expedient, Sandwell Hall, a house with twenty-five acres of park, situated near West Bromwich, was taken on a five years' lease at a rental of £300, and fitted for the accommodation of upwards of one hundred patients. For purposes of administration, it was attached to Winson Green.

On the 27th of July in the same year the Committee obtained leave to purchase at a price of £100 an acre an estate called Holly Moor Farm, lying between Northfield and Rubery Hill. The area of this land was between 99 and 100 acres; and it satisfied the three necessary conditions of accessibility, a sheltered situation, and freedom from rights of way. About twenty acres of additional land were subsequently acquired at a cost of £1,840. When the question of the choice of an architect came under the consideration of the Council, a discussion was provoked upon a point of some general interest. Following the advice of the Commissioners in Lunacy, who recommended the appointment of architects possessing special experience in designing lunatic asylums, and who spoke unfavourably of the result of competitive plans, the Committee recommended that the work should be entrusted to Messrs. Martin and Chamberlain, the architects of the Rubery Hill Asylum. The Council however, by a majority of two, decided to adhere to the customary practice, and instructed the Committee to obtain plans by a limited competition. Six Birmingham firms were selected, and a fee of 100 guineas paid to each. On the recommendation of Mr. G. T. Hine, of Westminster, the plans of Messrs. Martin and Chamberlain were accepted. The architects were instructed to provide for 300 male and 300 female patients, with accommodation in the main building for thirty-two nurses and the same number of male attendants. The buildings were to include a detached chapel with 400 sittings; a house for the medical superintendent; three small houses for a clerk, an engineer, and a gardener; ten cottages for married attendants; farm buildings and dairy; and a detached infectious hospital. It was stipulated that, if the tenders when received should exceed £220 for each patient, the Committee should not be bound to proceed with the accepted plan.

The building tenders did not come before the Council until shortly after the date at which this history closes. But in order to complete the story of the first stage of this enterprise, it must be added that the lowest tender, that of Messrs. John Bowen and Sons, amounted to £239,589, and that this tender was reduced, by omissions in the plans and by the substitution of some less expensive materials in the specifications, to £207,256. This amount still exceeded, by more than fifty per cent., the maximum at first suggested of £220 for each patient. The total estimate, not including

CHAP. XI.

the cost of land, now amounted to £240,000 ; and on April 3rd, 1900, a loan of this amount was authorised by the Council by a majority of thirty-two votes to twenty-four.

Treatment of Patients.

The annual reports of the Medical Superintendents and of the Visiting Commissioners in Lunacy throughout this period show that the principles and methods of treatment already described (ii., 332-3) have been successfully maintained. At both the Asylums the salient features of the treatment are, the entire disuse of seclusion and mechanical restraint ; sedulous attention to bodily comfort, including abundant food ; the provision of entertainments, such as concerts, dances, dramatic performances, and cricket and tennis matches ; the encouragement of open-air exercise ; and the recognition that occupation and amusement are among the remedies appropriate to this form of disease. Printing and bookbinding have been added to an already considerable variety of occupations open to the patients ; and some suitable sort of employment is found for every patient who can be induced to work. At Rubery Hill country walks have a place in the regimen ; and Dr. Suffern gives a pleasing account of the kindly interest taken in the patients by the country people. Dr. Whitcombe reports favourably on the results of a plan introduced by him of putting all new patients to bed for at least a week after their first admission, when they are commonly suffering from cerebral excitement. It is impossible to read these reports without being impressed by the diligent humanity that characterises the management of the asylums.

Training of Attendants.

The nurses and attendants are trained by lectures and demonstrations given by the Superintendents and medical assistants. Many of them have been successfully prepared in this way for the certificate examination of the Medico-Psychological Association of Great Britain and Ireland. In 1891 this Association held its Jubilee Annual Meeting at Winson Green Asylum, under the presidency of Dr. Whitcombe.

CHAPTER XII.

THE ESTATES DEPARTMENT.

Chairmen of the Estates Committee.

1884-1885.—J. B. HARDMAN.

1885-1886.—MICHAEL DAVIS.

1886-1889.—T. S. FALLOWS.

1889-1891 and 1892-1893.—ISAAC BRADLEY.

1891-1892 and 1893-1895.—JACOB JACOBS.

1895-1896 and 1897-1898.—ALFRED ASH.

1896-1897 and 1898-1899.—HENRY ALLEN.

THE COUNCIL HOUSE.

THE cost of building and furnishing the Council House was reported to the Council on the 6th of April, 1886, as £163,805. On the same date a loan was authorised for the balance of the account, the necessary powers for borrowing the amount in excess of the original sanction of £150,000 having been obtained by the 73rd section of the Consolidation Act.

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—
Cost of the
Council
House.

Several additions to the accommodations of the Council House were made subsequently. A permanent cloak-room, and an external gallery of glass and iron connecting the reception rooms with the Art Gallery, were added in 1890 for the convenience of guests at the mayoral and other entertainments. In 1897, certain rooms in the upper floors at the Eden Place end having come into use after the extension of the Public Works Department, a lift was constructed. In 1899 the Estates Committee substituted electric for gas lighting in those parts of the building which, not being

Improve-
ments.

CHAP. XII.

—

Lease of
Land for
Extension.

allotted to particular departments, were under their direct control. The total number of lights was 853, and the cost £1,774. In 1892 the sanitary condition of the Council House was declared unsatisfactory, and was set right at a cost of about £600.

In 1899 an important provision for the future extension of the Municipal Offices was made. The need of extension was already pressing. All the rooms in the Council House were fully occupied, and several departments were insufficiently accommodated. Room had never been found for the Water Department in this building ; and the Water Offices in Broad Street were seriously overcrowded. The Art Gallery was far too small to display to advantage, or even to hold, the collection of the Corporation.

The Council therefore readily entertained an offer, made by the Colmore Trustees, of a long lease of the plot of land lying next to the Council House in a north-westerly direction. This land has an area of 9,890 yards, and is bounded by Edmund Street, Congreve Street, Great Charles Street, and Margaret Street. Mr. G. S. Mathews, who valued the land for the Corporation, reported that £5,160 would be a fair ultimate ground-rent on a 99 years lease, and that a material addition should be made to this estimate in consideration of a lease in perpetuity. The Trustees had already received a genuine offer of 10s. a yard, or £4,945. They were unable to sell the fee simple, but offered a lease of 999 years. The terms finally arranged between the Trustees and the General Purposes Committee were a rental of £2,000 for each of the first three years, then rising by annual increments of £500 to £5,000 in the ninth year, and finally to £5,400 in the tenth and all subsequent years. On the 3rd of January, 1899, this bargain was approved by the Council by a majority of sixty-one votes to three, and the General Purposes Committee was instructed to report upon the best way of making use of the new site. The management of the property was entrusted to the Manager of the Improvement Department.

Plans for
Extension.

In the following July the General Purposes Committee reported that additional accommodation was required by the Health Department, the Finance Committee, the Public Works Department, and the Baths and Parks Department ; that the Water Committee wanted a complete set of offices ; and that in a few years' time the growth of the Reference Library would necessitate the removal

of the Central Lending Library and News Room to another building. The plan suggested for meeting this demand was that offices should be built on the new site for the Health and Water Departments, and that the rooms vacated by the former should be allotted to the Public Works and other Departments needing further accommodation. The ground floor space required was estimated at 5,760 square feet for the Health, and 11,500 for the Water, Department; while the Museum and School of Art Committee proposed to build above these offices a new Art Gallery with a floor space of 16,000 feet. These recommendations were approved by forty-nine votes to twelve. Sketch plans were then prepared by Mr. Aston Webb, one of the architects of the Victoria Courts; but, for reasons of economy, the further consideration of the new buildings was indefinitely postponed.*

THE TOWN HALL.

In the year 1888 certain alterations in the staircases leading to the floor and the great gallery of the Town Hall, intended to prevent the crowding at the point of convergence, were proposed by the Estates Committee, and approved by the Council. The cost was estimated by the Borough Surveyor at £400, but the lowest tender was £900. The project was therefore dropped. It was revived in a much more elaborate form in 1891. The new plans provided a broader approach to the floor, independent staircases to the great gallery, and two straight flights of steps to cloak rooms in the basement. To make room for the new stairways the back-wall of the floor was carried forward seven feet. At the same time new staircases were constructed to the orchestra, and access to the roof for firemen was provided in the angles of the organ loft. The scheme further included new heating and ventilating apparatus, and a new installation of electric light. The first estimate of the cost of the whole improvement was £5,967, but on further consideration it was raised to £9,300, including £1,600 for heating and ventilation, and £1,200 for electric lighting. This sum was voted by the Council on the 3rd of May, 1891. The

Improve-
ments in the
Town Hall.

* By the terms of the lease the Corporation is required to clear the land within five years, and erect new buildings thereon at a cost of not less than £100,000 within ten years, of March 25th, 1899.

CHAP. XII.

Mural
Decoration.

work was completed in time for the Musical Festival of that year. The architects were Messrs. Jethro Cossins and Peacock.

In the same year the interior of the Hall was re-decorated on new designs prepared and executed by Mr. John Taylor, of Birmingham. Subsequently the Hall was further decorated with panel paintings on canvas, the work of students at the Municipal School of Art, depicting incidents in the history of the City. The following is a list of the subjects and artists.

The Guild of the Holy Cross.....	Kate E. Bunce.
William de Bermingham leading Vassals to join Simon de Montfort	Thomas S. Lones.
Laying the Foundation Stone of the Guildhall.....	Sidney H. Meteyard.
Edward VI. restoring to Birmingham the Lands of the Guild of the Holy Cross for the Main- tenance of a Grammar School	M. Jannette Bayliss.
Leland's Visit to Birmingham	Henry A. Payne.
Birmingham Riots: Escape of Priestley	Charles M. Gere.
Lench's Trust Almshouses.....	Kate E. Bunce.
Dr. Sacheverel Preaching in Birmingham.....	Bernard Sleigh.

The large panels on each side of the organ were:

Instrumental Music	Sidney H. Meteyard.
Vocal Music	Henry A. Payne.

The four last named of these paintings were the gift of Alderman W. Kenrick, M.P.*

Gift of
Stalls.

In 1891 the seating accommodation of the Hall was improved, for the purposes of the Festival only, by the substitution of velvet-cushioned stalls for the hard straight-backed benches which had reminded so many generations of concert-goers of the weakness of the flesh. These stalls were purchased, and lent to the General Hospital for the Festival, by private benefaction. In 1898 they were presented to the City by the purchasers through Councillors Beale and Johnstone. It was decided to keep them permanently in the galleries, but to place them on the floor only for the Musical Festival.

The Town
Hall Organ.

By the 75th section of the Consolidation Act the Corporation took powers to acquire, by purchase if necessary, the organ in the Town Hall, which was the property of the General Hospital. This power has not been exercised; but in 1887 a remedy was found for the anomaly of the old arrangement under which the authorities

* This work was carried out under the supervision of Mr. Edward R. Taylor, Head Master of the School of Art.

of the town could not use the organ without the consent of the organist, who was appointed by the Hospital, while the organist could not use the Hall for his performances without the consent of the Council. As early as 1881 Mr. Councillor Mathews, then Chairman of the Estates Committee, had opened negotiations with the Governors of the Hospital for the transference of the organ. The Hospital and the Estates Committee agreed upon conditions of transference; but, on the 20th of February, 1883, the proposals of the Committee were rejected by the Council. The matter rested until in 1886 the death of the organist, Mr. Stimpson, terminated a vested interest which had caused difficulty in the earlier negotiations. After consultation between the Estates Committee and the Governors of the Hospital, terms substantially the same as those originally proposed by Mr. Mathews were proposed and accepted, and were unanimously approved by the Council on the 1st of March, 1887. By this agreement the Council acquired control over the organ, the right of using it for specified purposes (the specification being designed merely to protect the exclusive rights of the Hospital in respect of the Musical Festival), and of receiving all moneys paid for the privilege of hearing or using the organ, and the appointment of the organist. In return the Corporation covenanted to keep the organ in good and proper repair and to insure it against fire in the sum of £5,000 for the benefit of the Hospital. The agreement is terminable by twelve months' notice on either side. It does not affect the statutory right enjoyed by the Hospital of control over the Town Hall during the triennial Festival, and for six weeks before and seven days after the Festival.

It was stipulated by the Council that the agreement should not be effective until certain necessary alterations and improvements of the organ had been made. Funds for this purpose were raised by subscription; and the organ, so renovated, was at last formally transferred to the charge of the Corporation on the 29th of March, 1890. Immediately afterwards the Council confirmed the appointment of Mr. C. W. Perkins as City Organist. No salary was at first attached to this office. The City Organist received the sole right of using the organ, and of charging fees on a prescribed scale for his services, and in return for this privilege undertook to give six free recitals annually. In 1894, however, the Estates Committee was instructed, by resolution of the Council,

City
Organist.

CHAP. XII.

to report on the propriety of providing a salary. On their recommendation it was agreed that the organist should receive £150 annually, and should be required to increase the number of free recitals to forty.

Use of the
Town Hall.

The following table shows the number of days in each year in which the Town Hall was used, either gratuitously or on payment, and the amount received by the Corporation for its use.

YEAR.	DAYS LET.			Receipts.
	Free.	On Payment.	Total.	
1885	176	24	200	£ 122
1886	180	25	205	185
1887	157	21	178	112
1888	158	34	192	167
1889	166	30	196	112
1890	157	29	186	147
1891	138	21	159	162
1892	159	41	200	210
1893	177	29	206	135
1894	165	29	194	145
1895	179	27	206	157
1896	151	22	173	132
1897	146	24	168	172
1898	151	46	197	337
1899	161	29	190	267

THE CITY CEMETERY.

CHAP. XII.

The history of the City Cemetery at Witton is summarised in the following tables, of which the first exhibits the number of interments in each year, and the second the receipts and payments on account of the Cemetery.

YEAR.	Consecrated Ground.	Unconsecrated Ground.	Total.	Interments.
1885.....	1,897	3,309	5,206	
1886.....	1,853	3,543	5,396	
1887.....	1,850	3,510	5,360	
1888.....	1,731	3,175	4,906	
1889.....	1,800	3,392	5,192	
1890.....	2,324	3,301	5,625	
1891.....	2,432	3,230	5,662	
1892.....	2,298	3,397	5,695	
1893.....	2,588	3,652	6,240	
1894.....	3,285*	3,087	6,372*	
1895.....	2,432	3,257	5,689	
1896.....	2,627	3,466	6,093	
1897.....	2,789	3,527	6,316	
1898.....	2,746	3,230	5,976	
1899.....	2,868	3,261	6,129	

* Including 1,161 re-interments from Park Street Burial Ground at the expense of the L. & N. W. Railway Company.

YEAR.	Receipts.	Payments.	Profit.	Loss.	Finance.
	£	£	£	£	
1885.....	3,366	3,906	—	540	
1886.....	3,317	3,917	—	600	
1887.....	3,191	3,894	—	703	
1888.....	3,177	3,916	—	739	
1889.....	3,224	3,555	—	331	
Jan.-Mar.					
1890.....	969	583	386	—	
1890-1.....	3,362	3,894	—	532	
1891-2.....	3,569	3,779	—	210	
1892-3.....	3,695	3,839	—	144	
1893-4.....	4,152	3,967	185	—	
1894-5.....	3,832	4,026	—	194	
1895-6.....	3,737	3,878	—	141	
1896-7.....	3,942	3,996	—	54	
1897-8.....	4,172	3,809	363	—	
1898-9.....	4,082	4,359	—	277	
1899-1900 ...	4,744	4,540	204	—	

January 1, 1885 ... Capital Account, £46,397. Outstanding Debt, £25,322.
 March 31, 1900 ... Capital Account, £47,992. Outstanding Debt, £11,611.

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ALLOTMENTS.

Allotments.

The Council was not called upon to undertake any operations under the Allotments Act of 1887 until after the extension of the City. On the 9th of November, 1891, at the first meeting of the Council of the enlarged Borough, the Estates Committee received instructions to take charge of the land formerly held by the Saltley Local Board for the purposes of the Act. It was found that these allotments did not pay expenses ; and the lease was not renewed when it expired on Lady-day, 1898. Several applications for allotments were made from time to time by requisitionists in Saltley, Neehells, and Small Heath ; but the Committee was in each case unable to obtain by agreement land acceptable to the applicants, and uniformly declined to advise the Council to exercise the compulsory powers conferred by the Act. Five acres of land were, however, taken at Winson Green for a period of seven years from Michaelmas, 1896, and were let in 38 allotments at rents sufficient to recoup the Corporation.

FINANCE.

Income and
Expenditure.

The financial history of the Estates Committee is summarised in the following table. The Income and Expenditure of the Estates Department, including the Town Hall and the Council House, are shown in the first and second columns. The total Income and Expenditure of the Committee, as shown in the third and fourth columns, include, besides those of the Estates Department, the following accounts, viz., (1) the City Cemetery (given separately above), (2) from the year 1892-3 onwards, the Judges' Lodgings (transferred from the General Purposes Committee), and (3) Interest and Sinking Fund on an old loan of £111,670, Street Improvement Capital, borrowed under the Improvement Acts of 1851 and 1861. The Capital Expenditure of the Estates Committee includes part of the cost of Saint Paul's Gardens, the acquisition of which has been narrated under Baths and Parks. Some particulars of the capital account of the Town Hall and of the Council House, also included in the totals of the Estates Committee, have been given in the chapter on Finance.

YEAR.	ESTATES DEPARTMENT.		TOTAL OF ESTATES COMMITTEE.		Capital Expenditure to end of Year.	Outstanding Debt at end of Year.
	Income.	Expenditure.	Income.	Expenditure.		
	£	£	£	£	£	£
1885.....	929	12,308	4,289	18,470	391,008	248,548
1886.....	925	12,748	4,237	18,829	391,111	241,288
1887.....	702	11,351	3,901	17,591	391,401	238,848
1888.....	1,271	12,644	4,441	18,751	391,811	235,639
1889.....	1,025	12,955	4,284	18,854	392,628	232,181
Jan.-Mar.						
1890.....	302	2,665	1,310	8,640	392,645	232,202
1890-1.....	836	13,293	4,167	19,457	395,177	230,287
1891-2.....	1,149	17,525	4,694	23,588	404,737	235,144
1892-3.....	1,820	16,548	5,502	22,696	404,737	230,036
1893-4.....	2,074	15,206	6,263	22,388	410,557	228,838
1894-5.....	1,918	15,270	5,883	22,400	410,557	223,127
1895-6.....	1,824	15,114	5,526	22,312	411,618	218,292
1896-7.....	1,650	15,495	5,643	22,520	411,637	211,942
1897-8.....	1,987	17,220	6,248	24,220	411,658	205,632
1898 9.....	2,058	16,094	6,242	24,022	411,658	198,371
1899-1900 ...	1,863	17,326	6,610	25,136	411,653	191,494

CHAPTER XIII.

THE GAS DEPARTMENT.

Chairmen of the Gas Committee.

1884-1887.—MAURICE POLLACK.

1887-1888.—M. J. HART.

1888.—C. T. BISHOP (May to October).

1888-1898.—MAURICE POLLACK.

1898-1899.—J. H. LLOYD.

CHAP. XIII.
—
Preliminary.

THE history of the Gas Department during the fifteen years from 1884 to 1899 is merely the history of a manufacturing and trading venture conducted for the benefit of the community, on principles that had already been established and accepted, and that are sufficiently described in the second volume of this work. It is unnecessary to recapitulate or discuss the reasons by which the Council was persuaded to embark on this undertaking. Those reasons, indeed, stood to be justified or discredited by the subsequent history of the department; but it cannot be said that the experience of the fifteen years with which we are concerned has added anything to the ample justification afforded by the earlier years.

It is therefore apparent that the most important part of the information which the reader will expect to find in this chapter is statistical information, such as may be most conveniently exhibited in a tabular form. It is proposed, first, to cite from the annual reports of the Gas Committee, statistics showing the gradual growth of the undertaking and its pecuniary results; secondly, to offer such comments on these figures as appear to be necessary,

endeavouring to anticipate and answer the enquiries which an examination of the tables may be expected to suggest ; and thirdly, to give a brief account of some other matters of general interest with which the Gas Committee has been concerned since the end of the year 1884.

There are, however, a few observations, too obvious to need long discussion, but too important to be omitted, which should be borne in mind throughout any examination of the financial history of the Department. When we say that it is the duty of the Gas Committee to conduct the undertaking for the benefit of the community, it must be remembered that the community stands to the Department in two opposite relations. As ratepayers, they are in a position analogous to that of shareholders in a trading company. The capital is borrowed capital ; but the interest is guaranteed by the ratepayers. If the yield of the undertaking were insufficient to pay the annual claims of the annuitants, the mortgagees, and the stock holders, the ratepayers would have to make good the deficiency ; and, in consideration of this risk, they are entitled, if the undertaking is profitable, to a share in the profits. This share is the contribution annually made by the Gas Committee to the relief of the Improvement Rate. But there is also the community of consumers. The Gas Committee as directors of the undertaking have a larger responsibility to the consumers of gas than that of the directors of a trading company to the customers of the company. They are trustees for the consumers as well as for the ratepayers. They are bound, as administrators of a public monopoly, to supply gas at a price which must be, in the strict sense, a reasonable price,—that is, a price determined not by the stress of competition but by reasoning from some accepted principle of equity.

Relation of
the Department
to the
Community.

Further, the community of ratepayers and the community of consumers, though largely overlapping, are not coextensive. The area of consumption extends beyond the rateable area of the municipality. On the other hand, there are many ratepayers, especially of the artisan class, who do not buy gas. To a large number of the persons concerned, it may be a matter of indifference whether they receive their share of the savings made by municipal administration in the form of relief of rates or of reduction of price. But there are others whose interest as ratepayers is larger than

Consumers
and Rate-
payers.

CHAP. XIII.

Economies
of Municipal
Administra-
tion.

their interest as consumers, and others who have no interest in the concern except a proprietary interest. At any time, therefore, the question may be raised whether the Gas Committee is holding the balance fairly between ratepayer and consumer; nor can it be expected that an answer will ever be given which shall be equally satisfactory to every critic. In practice, the rule appears to be that the consumers are not entitled to a reduction of price until the ratepayers are secure of a profit of £30,000 annually.

In order to estimate fairly, for any year, the advantages of the municipal administration, so far as those advantages are estimable in terms of money, it is proper to add to the declared profits two other items at least,—the saving to the consumer by the reduction of price, and the saving to the ratepayer by the reduced charges for public lighting. The former of these economies can only be estimated conjecturally. The average price has been reduced from about 3s. 1d. in 1875 to about 2s. 2d. in 1899–1900. This gives, on the consumption of the latter year, a saving of about £245,000; but the saving is partly attributable to improvements in the manufacturing processes of which the companies also might have availed themselves. Besides these items, account should be taken of the gradual accumulation of valuable assets, the property of the ratepayers, in the reserve fund, the sinking fund, and in extensions of the works provided for out of income.*

Distribution
of Savings.

This point may be illustrated by a brief summary of a debate that took place on the 3rd of October, 1888. Mr. Councillor Bishop, justifying a certain increase in the remuneration of the Engineers, estimated the annual saving they had effected by

* A prediction made by Mr. Chamberlain that the profits of the undertaking would, in fourteen years from the purchase, reach £50,000, is often cited in such a way as to suggest that, as the profit carried to the rate fund has rarely approached £50,000, the expectation of the Council has been disappointed. If the reader will turn to the report of Mr. Chamberlain's speech of March, 1874, given in the second volume (p. 355), he will find that the prediction was that there would be a gain of £50,000, "without in the slightest degree *increasing* the cost of gas to the consumer"; and that the prediction was qualified by the remark that Parliament would probably require a sinking fund, and that "to this extent the profit would not be to the present generation but to their successors." Therefore (1) it was not suggested that there would be a gain of £50,000 annually in addition to a reduction of price; and (2) the estimate of £50,000 included the annual sinking fund charge. The tables will show that, if these two matters are taken into account, the financial results of the municipalisation have vastly exceeded Mr. Chamberlain's modest estimate.

economising production, and by reducing the leakage of the mains, at £47,000. "How," it was asked, "can you have saved £47,000 when you can only pay from £20,000 to £25,000 to the rates? what becomes of your profits?" Alderman Avery reminded the Council that the reduction in the price of gas represented a saving of £60,000. The Mayor, Mr. Alderman Pollack, added: "During the twelve or thirteen years since the undertaking was taken over, we have contributed £305,000 to the Improvement Rate, and have accumulated £255,000 in sinking-fund and £64,000 in reserve fund. On December 31st, 1887, the capital was £2,294,340. We paid for the undertaking £2,000,931. Deducting the £319,000 we have saved, we owe £25,000 less than when we took over the concern. Yet our plant is fifty per cent. better, and we have bought fifty acres of land, paid a great part of the cost of the Art Gallery (see ii., 242), increased the works at Windsor Street, and completed the works at Saltley." On the 31st of March, 1900, the total of the contributions to the Improvement Rate had reached £658,000; and the net debt on the undertaking was less by £407,000 than at the outset, although the real capital value of the works, as judged by their capacity of output, had much more than doubled.

The following table shows the amount of gas produced, and the gross results of trading during each financial year.

Trading
Results.

YEAR.	Coal Carbonised.	Output of Gas.	Price of Gas. (5% discount.)	Gas Rental.	Sale of Residuals.
	Tons.	Millions of Cubic Feet.	£	£	£
1885	348,156	3,152	2/1—2/5	332,145	89,953
1886	350,734	3,299	2/1—2/5	344,211	83,864
1887	359,415	3,379	2/3—2/7	377,778	79,282
1888	372,665	3,483	2/3—2/7	387,842	95,328
1889	390,128	3,619	2/3—2/7	401,696	121,916
1890-1	421,710	3,810	2/3—2/7	423,059	154,799
1891-2	452,832	4,045	2/3—2/7	453,086	135,380
1892-3	464,945	4,064	2/3—2/7	450,067	117,711
1893-4	456,656	3,989	{ 2/3—2/7 2/6—2/10 }	{ 455,925	135,219
1894-5	482,778	4,214	{ 2/6—2/10 2/3—2/7 }	{ 490,847	140,426
1895-6	480,427	4,335	2/3—2/7	476,907	114,233
1896-7	515,721	4,859	2/3—2/7	533,141	100,658
1897-8	509,481	5,075	2/3—2/7	555,689	96,819
1898-9	514,733	5,202	{ 2/3—2/7 2/0—2/6 }	{ 543,850	114,946
1899-1900...	534,317	5,597	2/0—2/6	580,206	174,517

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Annual
Profits.

The following table shows the annual profits of the Gas undertaking, and the amount contributed to the public good in reductions of the charges for public lighting.

YEAR.	Reduction— Public Lighting.	Surplus Profit.	APPROPRIATION OF NET PROFIT.		
			Improvement Rate.	Reserve Fund.	Extra Contribution to Sinking Fund.
	£	£	£	£	£
1885	9,089	25,000	25,000	—	—
1886	10,154	19,227	19,227	—	—
1887	11,507	25,773	25,773	—	—
1888	12,116	40,916	25,000	15,916	—
1889	12,765	70,337	41,649	13,688	15,000
1890-1	13,077	75,256	30,000	—	45,256
1891-2	14,063	22,144	22,144	—	—
1892-3	15,002	27,966	27,966	—	—
1893-4	16,128	24,552	24,552	—	—
1894-5	16,426	55,185	30,448	—	24,737
1895-6	17,095	25,000	25,000	—	—
1896-7	17,734	35,250	35,250	—	—
1897-8	18,018	50,336	50,336	—	—
1898-9	16,443	30,320	30,320	—	—
1899-1900	16,258	29,821	29,821	—	—

Capital
Account.

The following table shows the state of the Reserve Fund, the Sinking Fund, and the Capital Account of the Gas Department at the end of each financial year.

YEAR.	Reserve Fund.	Sinking Fund.	Capital Expenditure.
	£	£	£
1884	57,222	217,214	2,274,095
1885	59,534	227,144	2,313,222
1886	61,939	240,726	2,328,014
1887	64,441	254,868	2,394,340
1888	67,045	269,384	2,341,271
1889	86,312	284,494	2,211,060
1890-1	100,000	320,045	2,178,407
1891-2	100,000	380,060	2,197,446
1892-3	100,000	395,414	2,230,340
1893-4	100,000	415,606	2,227,165
1894-5	100,000	461,353	2,191,777
1895-6	100,000	484,209	2,157,761
1896-7	100,000	507,989	2,180,161
1897-8	100,000	532,729	2,218,531
1898-9	100,000	558,469	2,283,559
1899-1900	100,000	585,314	2,379,052

In further explanation of the last column of the preceding table, details of the Capital Account are added, as on the first and last days of the period.

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	Dec. 31, 1884. £	March 31, 1900. £
Annuities capitalised at 25 years' purchase ...	1,374,099	1,350,967
Birmingham Corporation 3½% Stock.....	542,966	488,800
Debenture Stock, 4%	48,650	—
Mortgages.....	203,553	275,803
Total amount outstanding...	2,169,263	2,065,070
Loans repaid from Sinking Fund	208,726	409,927
	<u>£2,377,994</u>	<u>£2,474,997</u>
Expenditure to date, less Buildings and Plant abandoned, Land sold, etc.	2,274,095	2,379,052
Balance of Capital Account.....	103,899	95,945
	<u>£2,377,994</u>	<u>£2,474,997</u>
The balance of Sinking Fund, not yet applied to repayment, was	£ 8,488	£ 175,387
Outstanding Debt, less Sinking Fund in hand	2,160,780	1,889,683

Perhaps the most striking fact disclosed by these statistics is that, while the output has increased by 77 per cent., the capital account has remained almost stationary. The principle has been that, when any additions to the plant and mains are such as to increase the profit-earning powers of the undertaking, they may be charged to capital; but if any plant is provided by way of substitution for existing plant, only the part which enlarges the output is so charged. Almost every year the capital is reduced by the value of buildings and plant abandoned; and if this deduction is larger than the cost of the substituted plant the accounts show a positive diminution of capital. It will be seen from the tables that this has frequently been the case. It is evident from the statistics themselves that the principle has been applied with a strong leaning to the side of caution, that large positive additions to the works have in fact been paid for out of revenue, and that the capital expenditure in the accounts must be considerably less than the present actual capital value of the works. The depreciation fund has been so liberally conducted that the Committee has commonly had money in hand even for large extensions without applying to the Council for a new loan. This safe policy has been

Slow Growth
of the Capital
Account.

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criticised as excessively cautious. The Committee, it is said, is providing for the security of posterity at too great a cost to the present generation. Apart from the warnings against over-capitalisation afforded by the dismal fate of many trading companies, the justification of these precautions is to be found in the possibility, never to be neglected, that the profit-earning capacity of the undertaking might be seriously diminished, and its real capital value reduced or destroyed, by the competition of other illuminants. The Committee has therefore hastened, with more rapidity than its statutory obligations require, to put the business into such a position that no possible stroke of ill-fortune can make its value to any future generation less than the debt which descends with it. In many of its enterprises that require borrowed capital the Council has pressed for the longest period of repayment that the Treasury or the Local Government Board can be persuaded to allow. The Gas Committee, on the other hand, has built up its sinking fund more rapidly than the Act requires. When, for example, in May, 1896, the policy of the Committee was challenged, it was admitted that the contribution made in the previous year to the sinking fund had been £22,865, though the statutory instalment was only £4,217, and that the fund stood at £484,000, or more than four times as much as the Act required. The Committee has regarded the period of eighty-five years fixed by Parliament for the repayment of capital as too long for such an undertaking. Further, the parliamentary calculations were based on a higher rate of interest than has obtained in recent years; for the irredeemable annuities are directed to be capitalised at twenty-five years purchase, while their market value has been as high as thirty-seven years purchase.

Variations of
Consump-
tion.

The statistics also show that a generally steady increase in the demand for gas has been varied by some noteworthy fluctuations. In the year 1895-6, for the first time since the acquisition, the revenue was unfavourably affected by a decrease of consumption. Until this year there had been an average annual increase of about four per cent. This decrease was attributed to a combination of two temporary causes: exceptionally light weather and bad trade; and two permanent causes: the competition of electric lighting and the introduction of economical gas appliances. The last-named cause makes in the long run for the advantage of the gas undertaking; it tends to popularise gas, and helps it in its com-

petition with rock-oil and electricity. The extended use of electric lighting at first considerably reduced the demand for gas in the central district.* But against this loss of trade there is to be set the increased demand resulting from the larger use of gas-engines. The Technical School Committee, for example, which makes its own electric light and power with Tangye gas-engines, is almost as large a customer to the Gas Department as it would be if the School were lit with gas. The unprecedentedly large increase of consumption in the year 1896-7 was found to be due almost entirely to the larger demands of a few consumers using very large gas-engines. This sort of demand is especially valuable as facilitating the administration of the department. Gas-engine consumption is daylight consumption; it does not vary with the length of the day, and therefore tends to equalise the summer and winter outputs, and to give permanent employment to a larger number of workmen.

Some account must be added of the variations in the price of gas shown in the tables. The charges for a thousand cubic feet, according to the quarterly consumption, were as follows.

Variations of
Price.

Date of Alteration.	Over 250,000 cubic feet.	Under 250,000 cubic feet.	Under 50,000 cubic feet.	Under 25,000 cubic feet.
	2s. 1d.	2s. 1d.	2s. 3d.	2s. 5d.
Christmas, 1886 ...	2s. 3d.	2s. 3d.	2s. 5d.	2s. 7d.
Christmas, 1893 ...	2s. 6d.	2s. 6d.	2s. 8d.	2s. 10d.
Christmas, 1894 ...	2s. 8d.	2s. 3d.	2s. 5d.	2s. 7d.
Midsummer, 1898...	2s. 0d.	2s. 2d.	2s. 4d.	2s. 6d.

These prices were all subject to a discount of five per cent. for prompt payment. The low charges of 2s. 1d. to 2s. 5d. lasted for three years, from 1884 to 1886. The reason assigned for the

*In 1898 the Committee reported that the total sale of electricity in Birmingham during the year 1896 was not more than equivalent to a sale of 60 million cubic feet of gas for lighting. The sale of gas in the central electric lighting area fell from 351·6 millions in 1892 to 316 millions in 1896, a decrease of 10·1 per cent.; but in 1897 it rose to 327·3, an increase over 1896 of 3·6 per cent. The experience of other large towns, in which the use of electricity had developed more rapidly than in Birmingham, appeared to show that it would be unsafe to anticipate any considerable retardation of the rate of increase of gas consumption. Taking the two periods 1889 to 1893 and 1893 to 1897, it was found that in Glasgow the consumption of gas had increased by 30 per cent. in the former, and by 21·12 per cent. in the latter, period. The corresponding percentages at Manchester were 16·94 and 15·07.

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reversion to the old prices at the end of 1886 was the diminished revenue from residuals,—coke and breeze, gas-tar, and ammoniacal liquor. The income from this source had fallen, in spite of an increased production, from £125,000 in 1883 to £90,000. The tables show how variable is the market for these bye-products, and how seriously its fluctuations affect the finance of the department. The chief cause of the later increase of charges which lasted through the year 1894 was the great coal-strike of 1893. At the end of July in that year the contractors, taking advantage of the strike-clause in the contracts, ceased delivery, and threw the Committee back upon a rising market. The loss suffered by the department as a direct result of the strike was estimated at £24,000. This amount however by no means covered the total burden of enhanced price of coal; for, apart from the strike, the cost of coal had been rising since the year 1888. In that year the coal-bill of the Committee amounted to £162,000 for an output of 3,500 millions of cubic feet. In the year 1893-4 it amounted to £261,000 for an output of 4,000 millions. During the same period the cost of production had been enlarged by concessions, described below, to the workmen. Mr. Alderman Pollack, in justifying the new charges to the Council, gave an approximate calculation of the financial difference between the years 1888, the last year of cheap coal, and 1894, which is here reproduced as illustrating the complications of gasworks finance.

	£	£
Difference in cost of coal	73,000	
Deduct increased value of residuals	6,000	
<i>Add—</i>		67,000
Cost of concessions to workmen		17,500
Cost of improved purification		8,500
		<u>98,000</u>
<i>Deduct—</i>		
Reduction of profits	27,000	
Economies in manufacture	15,000	
		<u>42,000</u>
Increased expenditure justifying rise of prices...		51,000

Notwithstanding this change the Birmingham prices were still lower than those charged by all other Corporations, with one exception. In 1898 a new abatement was made in favour of consumers of more than 250,000 feet a quarter. These are the consumers

mentioned above as having contributed to the financial recovery of the undertaking by buying gas for fifty-horse power gas-engines. It was considered expedient to offer to them a further inducement to purchase from the Corporation instead of supplying themselves with gas-producing machines.

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So much may suffice by way of comment on the statistical tables. The topics that remain to be dealt with are miscellaneous and disconnected, and hardly admit of treatment in any chronological order.

Throughout the period the chief officers of the department were unchanged. Mr. Edwin Smith, the value of whose services has been frequently eulogised, continued to act as secretary to the department, Mr. Henry Hack as engineer at the Saltley and Swan Village Works, and Mr. Charles Hunt as engineer at the Windsor Street (Nechells) and Adderley Street Works.

Officers
of the
Department.

The new offices of the department in Edmund Street, forming with the Art Gallery above them the south side of the Council House quadrangle, were opened on the 4th of August, 1885.* The gift by Mr. Follett Osler of a clock with Cambridge chimes for the tower of these buildings has already been recorded (ii., 390). The clock has remained under the charge of the Gas Committee, who report annually upon its merits as a time-keeper. It has rarely exceeded four seconds of error. In 1899, for instance, it was tested on 290 days by time-signals from Greenwich. It was right on 130 days, correct within half-a-second on 118, and within one second on 31 days, the maximum error being less than two seconds.

The New
Offices.

The basement of this building is occupied by a showroom for the exhibition and sale of gas-stoves and gas-fittings. The conduct of the fittings department has raised discussions which touch the still-vexed question of the proper limits of municipal trading. In 1889 the gasfitters of the town renewed their protest, already made in 1877, against the competition of this department. The specific ground of complaint on this occasion was that, while the Corporation charges for daywork were not such as to embarrass the private gasfitter, the department was quoting, to the disadvantage of the trade, unfairly low prices for contract work. The Committee refuted this complaint by asserting that during three

The Gas-
fittings
Department.

* They had cost £111,852, and £4,715 for furniture.

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years 723 out of 1,265 estimates given by the department had been rejected. They also produced statistics to show that the department made a fair trading profit on its capital and turnover, except that at the Queen's Jubilee it had underestimated for illuminations. On the general question the Committee relied for its justification on considerations of expediency,—the principle having been settled by the repeated sanction of Parliament and by the example of many Corporations and Gas Companies. It was to the interest of the Corporation as manufacturers of gas to help consumers to the use of good and economical fittings; for nothing was more likely to injure the popular demand for gas than the dissatisfaction caused by cheap and wasteful fittings and by imperfect workmanship. The use of gas-stoves had been very largely extended by the operations of this department. The department maintained fixed prices, and refused to tender on any specification that did not provide for good and efficient fittings. The refusal of the Committee to yield to the trade was warmly discussed by the Council, and approved on a division by twenty-nine votes to twenty-four. A return made to the Council in 1895 showed that during five years the fittings department had made an average profit of £1,861, or about fifteen per cent. on the capital engaged.

Hours and
Wages.

During the fifteen years many concessions were made by the Council to the gasworkers in reduced hours and increased wages. The cumulative cost of these changes to the ratepayers may be roughly estimated as equivalent to an increase of nearly fourpence in the Borough Rate. In 1887 the Committee reported unfavourably upon a proposal that they should pay time-and-a-half for Sunday labour; but the Council, by twenty-five votes to twenty-one, instructed them to grant this concession. In 1888 a new scheme of holidays for the gas-stokers was approved, the estimated cost being £580. A further extension of holidays, bringing the total cost to £1,500, was granted in 1893. In 1889 Mr. Councillor Bloor and Mr. Councillor Granger laid before the Council a series of complaints against the management of the Saltley Works, accusing Mr. Hack of overworking and otherwise ill-treating the workmen, and of capriciously reducing their wages. The Committee devoted five days to a careful investigation of these charges. The result of the enquiry was that Mr. Hack was held blameless by the Committee. Their report was approved

by a majority of forty votes to four, the minority including the two Councillors who had preferred the charges. A very important change in the conditions of employment was made in October, 1889. Following the example of the London Gas Companies, the Committee substituted eight-hour for twelve-hour shifts for the carbonisers. This change largely reduced the amount of work done by each man, and involved a corresponding increase in the number of men employed. The additional cost of the alteration of hours was estimated at the time at £14,000 annually. This cost rose with the increase of output. In the calculation already quoted as having been made in 1894 it is put down at £17,500. It was tested in 1894, when it was calculated that the wages for every 1,000 feet of gas were 2·71d. in 1887 and in 1888, 3·73d. in 1890–1, and 4·08 in 1891–2. If the average of the two latter figures is taken, and the difference between the old and the new cost is applied to the large output of 1899–1900, it will appear that the increased cost effected by the eight-hours shift was then about £26,600; but by that time the conditions had been modified by the addition of water-gas plant. In 1890 the wages of carters and unskilled labourers were raised at a cost of £600; and at the end of 1891 the hours of the labourers were reduced from 54 to 53 a week, the increase of expense being £700. Another large concession was made in 1897. In February of that year the men applied for a revision of the schedule of hours and wages adopted in 1889. Their proposals involved changes of which the annual cost would have been £18,750. After long discussion the schedule was amended, as from August, 1897, in such a way that the annual amount paid in wages was increased by £9,000.

In the year 1890 there was a disagreement between the Committee and the City Justices as to the provision made for the testing of the gas. By the Consolidation Act, following the Gas Clauses Act of 1871, the Corporation is bound to supply gas giving a fifteen-candle light (*i.e.*, a light equal in intensity to that of fifteen sperm candles, six to the pound); and to maintain a pressure sufficient to balance a column of water 8 inch high from sunset to midnight, and 6 inch high from midnight to sunset. They may be convicted and fined if either the light or the pressure is below this requirement, or if any sulphuretted hydrogen is found in the gas. The provision made for enforcing these regulations

Gas Testing.

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is that two Justices may, on the application of five consumers, appoint a competent and impartial person to examine and test the gas. On the evidence of this examiner the Corporation may be convicted and fined, paying in that case the costs of the examiner. In Birmingham the Justices appointed a special committee to supervise the gas-testing, and a permanent examiner responsible to this committee. In so doing they appear to have gone beyond their statutory powers, which only enabled them to act judicially in cases brought before them by aggrieved consumers. The Gas Committee, however, consented to the arrangement; and the gas was tested at the works by the Examiner as well as by officials of the Department. But when the Justices asked that provision might be made for testing the gas at points distant from the works, the Committee reported (July 15th, 1890) that they would not consent to any extension of a procedure which had always been irregular. At that time there was no testing except at the works; but at the acquisition tests had been made which satisfied the Corporation that the loss of illuminating power by transmission to any distance within the area could not exceed one candle. By maintaining, therefore, as they had always maintained, a seventeen-candle power gas at the works, the Committee believed that they were satisfying with an ample margin the statutory rights of the consumer. Objection was taken to the expense of providing a testing-place and a photometric apparatus for each of the twelve carrier mains; but a room for testing was fitted up at the Council House.

The Gas Examiner.

Immediately after this report the tests of the Examiner appointed by the Justices were discontinued. The General Purposes Committee, being invited by the Gas Committee to arrange for independent tests in the interest of consumers, decided that an Examiner should be appointed who should test the gas at least once a week at the Council House and at the four gas-works, and send a weekly certificate to the Mayor. He was also instructed to test the pressure and the absence of sulphuretted hydrogen, both of which had been neglected by the Justices' Examiner. The new office of Gas Examiner to the Corporation has been filled successively by Professor W. A. Tilden and by Professor J. H. Poynting, both of Mason College.

The first trial of the now well-known prepayment or penny-

in-the-slot meters was made in 1888. The purpose of the introduction of this method of supply was to popularise gas-lighting and gas-cooking among the artisan class. It is obviously unsafe to allow quarterly gas accounts in houses rented by the week ; and such accounts are inconvenient to persons receiving weekly wages, and accustomed to weekly disbursements. On the other hand the expense of collection makes small weekly accounts unprofitable. For several years the results of the experiment were disappointing. At the end of 1894 hardly any progress had been made, though it was already reported from other large towns that the system had produced a large new demand for gas. Having failed in their attempt to enlist the interest of owners of small-house property, the Committee tried the plan of giving a small commission on orders to the gas-meter inspectors. Then a good beginning was made. About a thousand of the meters were ordered in each of the three years from 1895 to 1897. The number in use was 4,000 on the first of November, 1898, and 7,938 on the same date in 1899. It was also reported that 1,269 cooking stoves had been issued with the meters.

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—
Prepayment
Meters.

There are few changes of importance to record in the methods of conducting the business of the Department. In 1886 it was resolved that the work of laying the mains and service pipes should be entrusted to contractors, except in the case of repairs requiring immediate attention. The staff of workmen hitherto employed for this purpose by the Department was therefore reduced to the number required for such repairs. The tender of Messrs. John Aird and Son for laying the pipes and mains was accepted ; and this contract has been from time to time renewed. Mention should also be made of a system introduced for the convenience of consumers in the outlying districts, by which gas accounts may be paid at the branch post-offices. The Committee had the assistance of Mr. Wight, Postmaster of Birmingham, in arranging this system.

Mains laid
by Contract.

In 1885 new terms for public lighting were offered to the local authorities within the area of supply. The lamps were to be lit, extinguished and repaired by the authorities, while the Corporation supplied and maintained burners, and supplied gas at the rate of a shilling a thousand feet. This initial charge is raised or diminished in proportion to any change in the charge made to private consumers.

Public
Lighting.

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—
Machinery.

The large increase in the cost of labour has to some extent been counterbalanced by the introduction of labour-saving appliances. In 1893 machinery was introduced for removing coke from the retort-house to the loading or stacking ground. In the same year the first trial was made of hydraulic machinery of the Arrol-Foulis type for stoking and charging the retorts. This experiment was highly successful; and the mechanism was employed in all the retort-houses which admitted of its use. The saving effected was as much as one shilling for every ton of coal carbonised, and the work of carbonisation was improved by a more even distribution of coal in the long retorts than was possible with hand-labour. In 1896, after a successful experiment on a small scale, 250 wagons specially designed for unloading coal directly into the hoppers of the carrying machinery were added to the equipment of the works. Economy of labour was also expected from the substitution, in 1890, of inclined for horizontal retorts in some of the houses. This change disappointed expectation; and horizontal retorts were replaced in 1897.

Extensions.

Extensions of the works or improvements of the plant were in progress almost continuously throughout the period, every increase in the capacity of the works being rapidly overtaken by the enlargement of consumption. The completion of the large extensions at Windsor Street was reported in July, 1887. They had cost in all £365,250. Notwithstanding this great enlargement of the resources of the Department, they were found to be barely sufficient in the severe winter of 1890-91, and a new scheme, involving an expenditure of about £52,000, was authorised. It included the provision of plant necessary to render the existing surplus retort power at Saltley available, and the equipment of a new retort house at Windsor Street. By these additions the capacity of the Saltley works was raised from 8·75 to 10·25, and that of the Windsor Street works from 7·2 to 10·55 millions of cubic feet per diem. About the same time the sum of £20,630 was spent on the rearrangement and enlargement of the carrier mains.

A further large extension became necessary in 1896. In the December of 1895 the output in one week had reached 132,402,000, or within a million cubic feet of the maximum capacity of the works. By this time the Committee had been compelled by the exactions

of the railway companies to consider methods of obtaining gas otherwise than from coal. In another section some account is given of the part taken by committees of the Council in the struggle against excessive railway rates and canal tolls. Here it is only necessary to say that in 1890 the companies withdrew the rebate formerly allowed to the Gas Department in consideration of the large quantities of coal carried by rail, alleging that such rebates were prohibited by the Railway and Canal Traffic Act of 1888 ; and that the Corporation was hampered in its endeavour to obtain a settlement from the Railway Commission by the circumstance that the charges were levied by the companies upon the coal owners, not upon the Gas Department. By this change the cost of the coal carbonised was raised by sevenpence a ton, or £11,000 on the amount used in 1890. In 1896 the appeals against the new charges were still pending ; and it appeared probable that the consideration of future extensions would be largely affected by the cost of the conveyance of coal. It was therefore resolved, at the suggestion of the engineers, who had reported favourably upon the working of carburetted water-gas plant at Liverpool and Blackburn, to give a trial on a large scale to this mode of gas-production. An experiment had been made as early as 1892, but had not been followed up. In this process hydrogen is obtained by driving steam over red-hot coke, which absorbs the oxygen. The carbon necessary to give an illuminating power to the hydrogen is supplied to it by the decomposition of oil. The cost of production is not smaller than that of coal gas ; but six important advantages were claimed for the process. The plant costs much less than coal-gas plant of equal capacity ; it occupies less space ; it can be brought into operation more rapidly than coal retorts in case of fog or other sudden demand ; it requires no arduous labour ; it uses up the coke, now produced at the gas works in excess of the outside demand ; and the process of purification is simplified by the absence of sulphur. A construction was authorised sufficient for the production of two million cubic feet a day at Saltley and the same quantity at Windsor Street. Provision was at the same time made for further extensions ; but it was not proposed to raise the production of water-gas beyond one-third of the output of coal-gas. If this limit were exceeded, modifications would become necessary in the distributing plant because of the increase in the

Water-Gas.

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specific gravity of the gas. The expenditure authorised was £60,000. When the scheme was reported to the Council a resolution censuring the Committee for incurring so large an expenditure without first consulting the Council was moved, but was defeated by thirty-one votes to nine. In such matters the Gas Committee enjoys larger independent authority than most of the other committees of the Council, for at the time of the acquisition all the powers of the Council under the Gas Act were delegated to the Committee.

This addition to the resources of the Department barely sufficed to meet the needs of the following winter. It raised the productive capacity of the three Birmingham works (that is, of all the works excluding Swan Village) to 167 millions of cubic feet weekly; and the actual output in the week ending December 24th, 1896, was 156·5 millions. It was impossible to extend the coal-gas plant in time for the following winter, and it was therefore resolved to duplicate the water-gas plant at a cost of £43,000. This extension added 26 millions to the weekly capacity; but one-half of the new plant was to be kept in reserve. It was intimated that the maximum proportion of water- to coal-gas was now reached, and that further extensions must include provision for coal-gas also.

New Gas
Holders.

At the same time an expenditure of £84,600 was authorised for extension of storage, by telescoping one of the gasholders at Nechells, and also constructing a new tank and holder. Before this enlargement the total storage capacity of the three Birmingham works was 26,500,000 cubic feet, or considerably less than the maximum daily output, which had exceeded 30,000,000.

1898—
Scheme of
Enlargement.

Early in the year 1898 a new and extensive scheme of enlargement was submitted to the Council. The justification of the new proposals was threefold. First, it was necessary to provide for the future on the assumption that the four per cent. annual increase of demand would be maintained, it having now become probable that this ratio would be only slightly affected by the extension of electric lighting. In the second place the calculations must take into account not only the annual but the maximum weekly output, which had touched 156·5 millions in 1896. The ratio of the maximum weekly output to the output of the year was now both a larger and a more uncertain ratio than in the early days of the undertaking, when the amount of gas used for heating, cooking,

and motive power was an inconsiderable proportion of the total consumption.* Thirdly, there were still seven retort-houses, with a capacity of 9·25 millions of cubic feet per diem, in which the retorts were still charged by hand labour, the houses being too narrow to admit charging machinery. Thus a saving of from 1½d. to 2d. on every thousand feet of gas was lost. But it was not possible to reconstruct these houses until after making some supplementary provision.

The scheme involved the occupation of part of the land which had for some years been used as the Nechells Recreation Ground. (See Chap. VII.) It was proposed to construct (1) a new retort house and condensing plant on the Nechells ground, with purifying plant in Devon Street; and (2) a new retort house at Windsor Street, with a proportional increase in each case of the water-gas plant. It was also proposed (3) to reconstruct the old houses at Saltley and at Windsor Street with additional purifying and other plant. The first part of the scheme adds 5, the second 1·25, and the third 3·75, millions of cubic feet to the daily capacity of the works. The total cost of these enlargements was estimated at £366,000, of which amount £23,000 must, according to the rule cited above, be paid out of revenue. The amount expected to be required in 1898 was £55,000, in 1899 £68,000, in 1900 £113,500, in 1901 £99,500, and in 1902 £30,000. The estimate did not include the cost of railway construction or of the diversion of the Rea Main Sewer and of the river channel. (See the chapter on "Public Works.")

It was proposed that the retorts provided under the scheme should be short and inclined retorts, if satisfactory arrangements in respect of royalties could be made with the holders of patents. The Committee retained the opinion that the method of inclination was not advantageous in the case of the long retorts to which it had been applied at Windsor Street; but they believed that, with some modifications recently introduced, it would be economical with retorts of a shorter length.

* This remark is not inconsistent with the observation cited above, that the development of the new uses of gas tends to equalise the summer and winter demands. Among the contingencies to be provided for is the coincidence of a period of unusual industrial activity with a dark and foggy winter. This coincidence may evidently produce such a disproportion between the weekly and annual consumption as was impossible under the old conditions.

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Approval
of the
Scheme.

The scheme was laid before the Council on the 1st of February, 1888, and was approved by forty-one votes to twenty-three. The minority included all the representatives of Nechells and Saltley Wards who were present on the occasion, and all the members who had entered the Council with the support of the Ratepayers' Association. An amendment postponing the consideration of the scheme, except so far as the immediate expenditure of £55,000 was concerned, until arrangements had been made for the retention of the Recreation Ground, or the provision of a new ground, was withdrawn after further explanations by the Committee.

Progress of
the New
Works.

The construction of the new works was at once begun, and was in progress at the end of the period covered by this volume. The capital expenditure of the Gas Committee for the years ending March 31st, 1899 and 1900, was as follows

	1888-1889.	1889-1900.
	£	£
Land acquired	821	610
Extension of Buildings, Plant, Machines, Storage Works, etc.	86,558	115,003
New Mains	12,228	12,391
New Meters	16,474	16,363
	<u>£116,081</u>	<u>£144,367</u>

The second item includes expenditure under the earlier scheme for new storage. The figures, however, appear to indicate that, in consequence of the recent increase in the cost of materials, the original estimate of the cost of the scheme may be exceeded.

Mr. Alderman
Pollack.

On the 1st of November, 1898, Mr. Alderman Pollack ceased to be a member of the Council, his name having been omitted, by a deplorable accident, from the burgess roll which came into operation on that day. Mr. Pollack's tenure of the office of Chairman of the Gas Committee, to which he was elected in 1884, had been interrupted only by the year of his mayoralty. The Council recorded by resolution "their high appreciation of the services rendered by him in the offices of Councillor, Alderman, and Mayor during the last seventeen years, and particularly as Chairman of the Gas Committee, which office he has held with signal advantage to the City for fifteen years."

CHAPTER XIV.

ELECTRIC LIGHTING.

DURING the first session of 1886 the attention of the House of Lords was occupied by important questions affecting the relations of municipalities to electric supply; and the Corporation was called upon to take part in a controversy between the Electric Lighting Companies and the large municipalities. The Companies looked for aid to that school of politicians which regards municipal trading with disfavour; the municipalities to those who had embraced the more liberal theory of municipal functions. Mr. Chamberlain's Electric Lighting Act of 1882 had given to local authorities the power to purchase any electric-light undertaking at the end of twenty-one years on terms to be fixed by the bare valuation of plant and material, without any addition in respect of goodwill, or profits, or compulsion. The Companies kicked against the stringency of this provision, which, it was argued, tended to the discouragement of useful enterprise. A Bill was therefore introduced on behalf of the Companies by Lord Rayleigh repealing the power of purchase altogether. A second Bill was then brought in by Lord Bury, proposing that Corporations should not purchase by compulsion until after the lapse of forty-one years, and should then pay on a valuation of the undertaking as a going concern. Mr. Gladstone's Government, willing to support municipal rights, but admitting that some concession for the encouragement of private enterprise was necessary, proposed, in a third Bill, to extend the term to a period which should not exceed thirty years, except by consent of the local authority, nor forty-two years in any case. The three Bills were sent together to a select committee. The Corporations were invited to give evidence before this committee, whose decision would touch fundamental principles of wide application.

The Council sent up petitions against the first and second, and in support of the third, of the competing Bills. It was arranged

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Electric
Lighting
Legislation :
The Contro-
versy of
1886.

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—
Action of
the Council.

that the Town Clerk should be the first witness called on behalf of the municipalities. His evidence was the more important because Sir Frederick Bramwell, a well-known opponent of municipal trading, had supported his objection to any power of compulsory purchase, and his contention that corporations had no right to make profits, by a highly unfavourable account of the results of the Birmingham Gas purchase. The damaging effect of this evidence was obliterated by Mr. Orford Smith; and the committee rejected the first and second, and approved of the third, or Government, Bill. They did not, however, satisfy another demand of the corporations, refusing to insert a clause under which the consent of the local authority would have been necessary, as in the case of tramways, to the promotion of a Provisional Order for Electric Lighting. This clause was subsequently rejected when moved in the House by Lord Houghton on behalf of the Government. Shortly afterwards the session came to a premature end; and the Bill dropped. The questions at issue were finally settled by the Electric Lighting Act, 1888. By that Act the consent of the local authority was required for the grant of a Provisional Order; but the Local Government Board had power to dispense with such consent, if it were refused on unreasonable grounds. The period that must elapse before compulsory purchase was extended to forty-two years (unless a shorter period should be specified in a Provisional Order or special Act); but the conditions of purchase remained substantially the same as in the Act of 1882.

The Electric
Lighting
Act, 1888.

First
Provisional
Order.

Within two days of the Royal Assent to this Act, Mr. Arthur Chamberlain and Mr. George Hookham gave notice of their intention to apply for a Provisional Order for the supply of Birmingham. The General Purposes Committee was therefore obliged to consider without delay whether they should advise the Council, instead of assenting to this Order, to take upon themselves the supply of electric light and power. They concluded that many of the reasons alleged against municipal electric lighting in the Gas Committee's Report of 1882 (see vol. ii., p. 385) were still valid; and that it would be unwise, in the present state of electrical science, to embark the money of the ratepayers in so uncertain an undertaking. In any case it would be better to await the result of experiments by which it would be determined

whether it was possible to economise production by transmitting the current from distant generating stations, established where land and coal were cheap. Consent, however, was not given to the Order promoted by Mr. Chamberlain and Mr. Hookham until after prolonged negotiations both with the promoters and the Board of Trade. The view taken by the Committee was that, although the concession would not confer a legal monopoly, it would necessarily lessen the probability of other applications; and that it was therefore necessary to impose such conditions as would ensure the satisfaction of the reasonable requirements of all consumers within the area scheduled. The application of this principle raised differences between the promoters and the Committee as to the amount of capital for the provision of which security should be required. The promoters based their calculation upon the probable immediate demand, as ascertained by a preliminary canvass for customers. The Committee contended that no Order should be granted over any area without security that sufficient capital would be forthcoming to provide a general supply. The promoters not only scheduled an area in the centre of the City, in which they contemplated immediate operations, but also wished to take at once powers for the future extension of their undertaking in any part of the City. The Council insisted on restricting them to the limited area. There were other points of difference; of which it is sufficient to say that, in general, the Council resisted any attempt to depart widely from the commonly-accepted model furnished by the Chelsea Order of 1886. The difficulties were ultimately settled to the satisfaction of the Council; and the Bill confirming the Birmingham Electric Lighting Order, 1889, received the Royal Assent on the 12th of August. The smaller area only was included; and the minimum amount of capital to be appropriated for the purposes of the undertaking was fixed at £50,000, or one-half of the amount at first suggested by the General Purposes Committee.

The concession was transferred by Messrs. Chamberlain and Hookham to a Liverpool firm, who, early in 1890, successfully promoted a company under the name of the Birmingham Electric Supply Company. The Corporation immediately became customers of the new company by adopting the electric light in the Victoria Courts. The area was extended by a new Order in 1891;

The Electric
Supply
Company.

Second
Order.

CHAP. XIV.

Municipali-
sation
Deferred.

but it was still limited to the business streets in the centre of the City. Hitherto the preliminary consideration of questions of electric lighting had been undertaken by the General Purposes Committee; but in November, 1890, when notice of the new application was received, it was referred, with full powers to take action, to the Public Works Committee.

The question of municipal supply was for the third time raised and discussed in 1893. In the previous year the Company had given notice of their intention to apply for another Order extending their area in three directions. They wished to enlarge the central area so as to enable them to supply the new General Hospital in Steelhouse Lane, and to take powers for the jewellers' quarter and for the suburb of Edgbaston. The General Purposes Committee asked for the postponement of this extension until the Council should have had an opportunity of considering again whether the time for municipal enterprise had come: until this was decided it would be unwise to allow the company to appropriate all the profitable areas. On the 25th of July, 1893, they reported that they were still unable to recommend the Council to engage in such an undertaking; that the profits of all electric lighting companies were inconsiderable; and that there was as yet no experience of municipal supply sufficient to afford trustworthy guidance. The Corporation, it was argued, would be justified in seeking powers, either if a large profit could be expected, or if such powers were necessary to safeguard the interests of the public; but for no other reason. As for the first condition, a corporation could not hope to do better than a company; both were in the hands of the engineers, for success depended on technical, not on commercial, skill. As for the second, reasonable prices could be secured by the possibility of competition, and by the provision under which the Corporation could ask the Board of Trade to revise prices at the end of every seven years. On the other side appeal was made to the lesson of the gas and water purchase; the town would have bought those undertakings far more cheaply if it had bought them in their infancy. The analogy, it was replied, is misleading; electric light is not a necessary, nor is it a monopoly.

The Council having approved this report, opposition to the extension of the powers of the Company was withdrawn; and

the enlarged area was sanctioned by a third Order in 1894. The Corporation required, as a condition of its assent to the promotion of the Order, certain concessions to the consumers. The maximum price was reduced from 10d. to 8d. per Board of Trade unit, with a minimum charge of £3 6s. 8d. instead of £3 10s. per quarter.

CHAP. XIV.

Third
Order.

After a few years of uncertainty the commercial success of the Company was assured. Its later progress is exhibited in the following table.

Success of
the Under-
taking.

YEAR.	Number of Customers.	Number of 8 c.p. lamps or equivalent.	Receipts	Profits.
1895	480	35,262	£ 12,010	£ 5,869
1896	664	51,752	17,625	9,181
1897	916	78,464	25,288	12,962

This evidence of the profitable character of the undertaking removed one of the chief reasons against municipalisation.

Accordingly, on the 4th of May, 1897, the Council unanimously adopted a resolution introduced by Mr. Councillor Fletcher, and instructed the General Purposes Committee to consider and report on the desirability of purchasing the undertaking of the Company. The immediate result of this resolution was that the £5 shares of the Company, already at a considerable premium, rose to £12. In pursuance of this instruction the Committee entered into negotiations with the Company, and came to a provisional agreement upon the terms of purchase, which were reported to the Council, and unanimously approved, on the 14th of June, 1898. On the 22nd of November in the same year, the draft of a Bill enabling the purchase was considered and approved; and authority given to the General Purposes Committee to take steps for the furtherance of the Bill in Parliament.

Purchase of
the Under-
taking by
the Corpora-
tion.

The capital of the Company was £200,000 in £5 shares. It had spent £219,077 on capital account at the end of 1897; and had obtained sanction for the increase of its authorised capital to £300,000. The market price of the shares at the time of the provisional agreement was £10 10s. 0d.; and this price was necessarily taken as the basis of the purchase. The amount paid by the Corporation was therefore £420,000. The Corporation took

CHAP. XIV. — over the business, with all assets and liabilities, as from the 1st of January, 1898. The Corporation guaranteed a dividend of six per cent. from this date till the completion of the purchase ; and, till such completion, the Company was to carry on the business for the Corporation. The Corporation reserved the right to withdraw from the bargain, if Parliament should fix too short a period for the repayment of the necessary loan. The purchase money was to be paid, at the option of the Company, either in cash or in Corporation 2½ per cent. Stock at par. It was expected that the currency of the loan would be forty-two years.* The annual payment for interest and sinking fund would therefore be, on a 2½ per cent. basis, £17,000, or £4,000 more than the profit earned by the Company in 1897. It was admitted that the price paid was not justified by the actual value of the undertaking. The 1897 dividend had been only five per cent. ; and the market price of the shares had been determined rather by the expectation of purchase than by the earnings of the Company. It was, however, agreed that sooner or later the Corporation must acquire the undertaking ; and that they could not expect by waiting to obtain a more favourable opportunity or a more advantageous bargain.

The Electric
Lighting
Committee.

Parliamentary sanction to the purchase was given by the Birmingham Corporation Act, 1899, which received the Royal Assent on the 1st of August. On the 9th of November following the first Electric Lighting Committee of the Council was constituted and appointed.

* For the actual terms of the Loan, see p. 51.

CHAPTER XV.

THE WATER DEPARTMENT.

- I.—HISTORY OF THE WATER DEPARTMENT FROM 1885 TO 1892.
 - II.—THE WELSH WATER SCHEME.
 - III.—GENERAL HISTORY OF THE DEPARTMENT FROM 1892 TO 1899.
 - IV.—FINANCIAL TABLES.
-

Chairmen of the Water Committee.

1884–1887.—THOMAS AVERY.

1887–1893.—SIR THOMAS MARTINEAU.

1893–1899.—EDWARD LAWLEY PARKER.

THE most important event in the history of the Water Department during the period now under review has been the adoption of the project for bringing a supply of water from the Welsh moorlands. The inception and progress of this enterprise must be narrated with some fulness of detail; but it is necessary to prefix a brief account of the earlier extensions of the operations of the Water Committee, made under the powers conferred upon the Corporation by the Acts of 1875 and 1879. This chapter will therefore be divided into three sections. In the first section a summary of the general history of the Department will be given from the point reached in the second volume to the date of the first introduction of the Welsh Water Scheme; in the second the story of the Welsh scheme will be narrated without interruption to the end of the year 1899; and in the third the general history of the Waterworks will be resumed and carried to the close of the period.

CHAP. XV.
—
Preliminary.

I.—HISTORY OF THE WATER DEPARTMENT FROM 1885 TO 1892.

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Section I.
—
Earlier
Extensions
of Works.

It has already been related that after the acquisition of the Waterworks by the Corporation the demand for water rose continuously and with considerable rapidity, and that the Water Committee was constantly employed in devising and executing plans for an increase of the supply. The most important of the additions made to the resources of the Department was the construction of reservoirs and other works at Shustoke and Whitacre. These works were sanctioned by the Council in 1881, and have already been described (ii., pp. 427-8). The estimated cost was £125,000. The actual cost, reported to the Council in July, 1886, was £133,373, the excess over estimate being partly due to an expenditure of £5,117 on additional works not included in the original plan. After the completion of these reservoirs the total storage capacity of the Waterworks was 645,000,000 gallons. The capacity of the reservoirs taken over from the company in 1876 had been about 200,000,000 gallons. During the eleven years from 1876 to 1886 185 miles of new mains had been laid, at a cost of £182,262; and, including this amount, the total outlay on extensions of the works had been £459,747. In the same period the number of new supplies was 58,812; and the average daily consumption of water had increased from 8,300,000 gallons in 1876 to 12,950,000 gallons in 1886.

In 1885 the Committee obtained the sanction of the Council to the duplication of the pumping power at Plant's Brook. The approval of this proposal was delayed by a discussion on the comparative merits of the compound beam vertical engine, recommended by the Engineer and the Committee, and the horizontal condensing engine, which was advocated by some members of the Council. The report was referred back to the Committee for reconsideration by a majority of 29 votes to 22; but they repeated their original recommendation, fortified by the opinion of two water engineers who had been specially consulted, and the vertical engine was approved. The estimated cost of the new pumps and engines was £8,000. The actual cost was £8,104; and the total expenditure was increased to £10,335 by the provision

of new boilers, and the cost of connecting the new works with the Tamworth Road Mains.

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Section 1.

The works sanctioned in 1886 included the roofing of the Erdington reservoir with trussed girders and corrugated iron; and alterations in the Aston pumping station designed to enable water to be pumped directly to the lower and middle level districts. The former of these projects, for which £4,000 was voted, was abandoned. The latter cost £4,985 against an estimate of £4,000. It was anticipated that it would effect an annual saving of £600 in working expenses. In the same year the Committee purchased for £3,100 a mill and water rights at Over Whitacre above the Shustoke reservoir. By this acquisition they were enabled to increase the depth of the water in the reservoir by six feet, and so to add 150 millions of gallons to its storage capacity. In the following year an expenditure of £900 was sanctioned for a new pump at the Perry Well, increasing the daily supply by 500,000 gallons.

By these and the earlier extensions the Committee had nearly exhausted their borrowing powers of £150,000 under the Act of 1875 and of £300,000 under the Act of 1879. There remained only a conditional authority to borrow £100,000 with the sanction of the Local Government Board. The Committee therefore obtained from the Engineer an estimate of the capital expenditure that would probably be required in the five years 1888 to 1892. Mr. Gray's estimate amounted to £92,855. It included £15,000 for the provision of a hydraulic power station; £21,355 to provide for the normal yearly addition of distributing pipes; £10,800 for new mains to the district of Solihull and Acock's Green, which had not hitherto been supplied by the Corporation; £25,000 for the duplication of the main from Whitacre; £5,700 for other mains; and £15,000 for a new well. The duplication of the main from Whitacre to Plant's Brook was recommended on the ground that any accident to the single existing main might suddenly reduce the daily supply by 10,000,000 gallons. The new well was considered necessary to provide for an anticipated increase, by the end of 1892, of the average daily supply to 16,000,000, and of the maximum daily supply to 20,000,000, gallons.

Further
Scheme of
Extension.

The first of these works taken in hand was the nine-inch main to Solihull, the completion of which, at a cost of £5,048,

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Section I.

New Well.

was reported in 1890. At the same time an additional twelve-inch main for the supply of Moseley from Selly Oak was laid at a cost of £2,884. The first site taken into consideration for the new well was at Perry Barr ; but the Committee were unable to obtain acceptable terms from the owner of the land. Trial borings were then made in Lordswood Road on the borders of Edgbaston and Harborne ; but the water, though of good quality, was found to be too scanty to justify the expense of permanent works, and, after an expenditure of £440, the site was abandoned. Finally, a well was sunk at Longbridge, near Northfield, in the centre of the red sandstone formation, and on the nearer side of the Lickey Hills. On the 4th of March, 1890, the Committee reported to the Council that after sinking the shaft to 112 feet and carrying a borehole to a further depth of 185 feet, good water had been found in abundant quantity ; and obtained sanction for the completion of the deep well and the provision of engines, pumps, and an 18-inch main to carry the water to Selly Oak, at a total cost of £24,745. The yield of this well disappointed expectations.

Hydraulic
Power
Station.

At the same meeting of the Council sanction was given to the erection of a hydraulic power station for the supply of hydraulic lifts. It was reported that the number of lifts supplied with water by the department had increased from 30 in 1885 to 61, the water-rental from £510 to about £1,000, and the consumption of water from 30,000 to 80,000 gallons daily. In order to meet new applications it was necessary either to lay new mains, or to provide special plant and raise the pressure for hydraulic purposes only. It was proposed to set up pumps, accumulators, and gas-engines to raise the pressure from 70 to 700 pounds to the inch ; this would greatly diminish the first cost of lifts, and would reduce the consumption of water by nine-tenths. The Corporation would benefit indirectly by the increase of rateable value consequent on the higher rents that would be paid for the upper rooms of office buildings if the use of lifts became more general. The estimated cost of the building and plant was £4,000, leaving £11,000 of the £15,000 voted for the provision of special mains ; the annual working expenses were estimated at £1,602. The new establishment was not expected to pay its expenses until a considerable addition should have been made to the number of lifts used in the City ; and, in fact, the item of profit on hydraulic

power supplies first appears in the accounts of the Department in the financial year 1899–1900. The works were built in Dalton Street on a site of 600 yards rented at 3s. a yard from the Improvement Committee.

Such were the more important of the extensions of the Water works made before the inception of the Welsh Water Scheme. For a summary view of the finances of the Department the reader is referred to the tables and notes appended to this chapter; but there are two incidents in the financial history of the Committee that claim record.

The reductions made in the water rents in 1883 and 1884, having apparently been based on over-sanguine calculations, resulted for several years in a considerable loss on revenue account. In February, 1887, the accumulation of these losses was reported as follows :

Proposed
Deduction
from the
Reserve
Fund.

1883	£4,174
1884	8,940
1885	7,643
1886	5,468
	<hr/>
	26,225
<i>Deduct past profits in hand</i> ..	8,116
	<hr/>
	£18,109

It was therefore proposed to reduce by £18,109 the reserve fund of £50,000, and to suspend the annual payment of £2,000 made to the Borough Fund by way of interest on the reserve fund, until this deduction had been made good from future profits. The Committee was not unanimous in making this recommendation, and one of the dissentients was the Chairman, Alderman Avery. The reserve fund is optional, not statutory; and there was a conflict of opinion as to its proper purpose. The majority of the Committee supposed that it had been established for the purpose of equalising revenue; but Alderman Avery held that it was intended to provide against bursts and other accidents, and was therefore of the nature of an insurance policy. The Chairman's opinion was adopted by the Council, and his amendment ordering that the reserve fund should "for the present remain at its full amount in order to meet any extraordinary

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Section 1.
—

claim or demand that might possibly arise in connection with the Water undertaking" was carried by thirty-four votes to five. The Mayor, Alderman Martineau, who shortly afterwards succeeded Alderman Avery as Chairman of the Committee, voted in the minority. Alderman Avery successfully resisted a suggestion, made by Alderman Powell Williams, that the water-rents, which had been reduced on a miscalculation, should be revised, predicting that two years would restore the equilibrium of the accounts. In fact, a diminished loss of £2,020 in the year then current was followed by a profit of £106 in 1888, and of £2,878 in 1889; but the accumulated deficit was not finally cleared away until the reimposition of the higher charges in 1893.

New Loan.

It has already been remarked that at the end of 1887, when the Water Committee were advised by Mr. Gray that an expenditure of more than £90,000 on capital account would be necessary within the then ensuing five years, the Committee had exhausted their borrowing powers under the Acts of 1875 and 1879, except that they were empowered by the earlier Act to borrow £100,000 more with the consent of the Local Government Board. They therefore asked and obtained leave from the Council, on February 21st, 1888, to apply to the Local Government Board at once for their sanction to borrow the whole of this sum. The application was made, and the customary enquiry held by an Inspector of the Board. After considering the report of the Inspector, the Local Government Board refused to sanction the proposed loan; but intimated that they would be willing to consider an amended application for a loan limited to the cost of the works to be undertaken in the course of the current year. They further warned the Corporation that, although Parliament had fixed ninety years as the period within which money borrowed under the Act of 1875 should be repaid, they were not disposed to permit so long a currency for a loan raised to provide for the works contemplated; and that their sanction would be conditional on an undertaking given by the Council to repay the money within such period as the Board should determine. After some correspondence the Board so far relaxed the stringency of this decision as to sanction a loan of £50,000, but insisted on the condition that the loan must be repaid in thirty years. The Committee passed a resolution accepting this condition, but added the following intimation:

"it being, however, the understanding of this Committee that the early term for repayment is accepted in view only of the nature of the works now contemplated, and is not to be considered as a precedent in case of any future application to the Board, or of the introduction into Parliament of any Bill to confer on the Corporation additional borrowing powers for the purposes of their Water undertaking." This resolution was reported to the Council, and unanimously confirmed by them, on the 2nd of October, 1888. It is proper to mention at once, in this connection, that in the Act of 1892, to be described below, the term of repayment for all the loans authorised was sixty years, and that neither the Local Government Board nor any other Department of the administrative Government can control or modify the borrowing powers granted under that Act of Parliament. The incident illustrates the general truth that in recent years Parliament has shown a larger disposition to deal liberally and trustfully with large municipalities than the Local Government Board.

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Section 1.
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In the year 1886, after the completion of the Shustoke Reservoirs, a small permanent addition was made to the revenue of the Department by the sale of fishing tickets for the reservoirs and streams belonging to the Corporation. Hitherto members of the Council and other privileged persons had fished in the Corporation waters without payment; but it was now considered proper to seek some return from the £3,000 which the Corporation had paid for the fishing rights at Shustoke. The fees charged for yearly tickets for the several reservoirs and streams varied from five guineas to one guinea according to the nature of the fishing and the restrictions imposed on the number of rods. For the Aston reservoirs daily tickets were issued at one shilling a rod. The revenue from this source was £366 in the first year, but it has since declined, with some fluctuations, to £172 in the financial year 1899–1900.

Fishing.

Early in the year 1890 the Committee declined the suggestion that the eight-hours limitation of labour should be introduced into the Department. At the same time they conceded a revision of the hours of work and of the scale of wages. The annual cost of these concessions was about £1,400.

Hours and
Wages.

Early in the year 1891 the Committee was urged by a deputation from the master plumbers of the City to discontinue the

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Section 1.

Indoor
Plumbing
Discontinued.

execution of plumbing work indoors. The purposes for which the Department had undertaken this work were now secured in other ways,—partly by the establishment of a Plumber's Guild, from which inefficient persons were excluded, partly by the enforcement of stringent bye-laws designed to prevent waste from imperfect fittings. The Committee, with the approval of the Council, therefore granted the request of the trade, and for the future only the pipe from the main to the stop-tap was laid by the workmen of the Department. At the same time it was decided that a charge should be made for opening trenches when new services were laid on. The old Company had instituted the custom of doing this work gratuitously when they were competing with private wells ; but the wells were now mostly closed. This charge compensated the Department for the loss of the profit, about £1,000 annually, that had accrued from the plumbing work.

II.—THE WELSH WATER SCHEME.

THE INITIATION OF THE SCHEME.

1871—
Sir Robert
Rawlinson's
Report

The first project for supplying Birmingham with water from Mid Wales was that contained in the report presented to the Council in 1870 by Mr. Richard Hassard, C.E., who proposed to go to the valleys of the Teme and the Ithon in Radnorshire. In the following year another report was obtained by the Public Works Committee from Mr. (afterwards Sir Robert) Rawlinson, C.B., who not only directed the attention of the Corporation to the gathering-ground that was actually acquired twenty-one years later, but anticipated the most important details of the project then adopted. This report has already been briefly mentioned (ii., 405-6) ; but, in view of its present importance as the real basis of the scheme of 1891, it requires a more extended notice here. Mr. Rawlinson reported that the area from which the Waterworks Company had power under their Acts to draw water was capable of yielding a sufficient supply for fifty years to come ; but that the water was both excessively hard and polluted by surface contamination to an undesirable extent ; that, as this pollution would continue to increase, it would probably be found expedient in course of time

to abandon the whole district as a source of supply, as the river Tame had already been abandoned ; that it was incumbent upon the Council, as guardians of the health of the community, to provide water of better quality and not liable to contamination ; that such water could not be found near Birmingham but must be procured from distant unpolluted districts ; and that it was desirable that the district chosen should be of an elevation sufficient to allow the water to be delivered by gravitation. He objected to the valley of the Teme on the ground that the area was insufficient and that the pervious nature of the bed of the valley presented a serious obstacle to the construction of the necessary works ; and to the Ithon, because the watershed included a large area of cultivated land and was intersected by numerous roads. "The next valley," he proceeded, "to the west of the Ithon is that of the Wye, but the nearest available gathering-ground in point of distance from Birmingham is that of the rivers Elan and Claerwen, of which the united waters, after making a junction at Nantgwyllt, run into the Wye seven or eight miles higher up than the Ithon, and from the opposite side. This gathering-ground is much superior to those before described, and in fact nothing better can be found in the country, nor can better be desired. It is almost entirely devoid of human habitations, mines, and other sources of pollution, is almost entirely uncultivated, has unusually little peat, and must of necessity produce a water of unexceptionable quality. Its elevation varies from 800 to 2,100 feet above the sea and the rainfall upon it must be very large. Its situation, in a remote corner of Radnorshire, far away from any large town or great line of traffic, ensures its remaining in its present condition for many years. It is now a solitude, tenanted only by a few straggling flocks of sheep, and it may be centuries before it could be required, by the increase of population, for any other purpose."

It was not contemplated that so large a scheme could be carried out by a private Water Company, and the project therefore fell through upon the failure of the first attempt, made immediately after the publication of Mr. Rawlinson's report, to municipalise the water undertaking. Nor was it revived when, in 1875, the waterworks were at last acquired by the Corporation. For many years the Council preferred the policy of making the most of the area of supply and the powers of extension which they had

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Section 2.

1890.—
New Powers
Declared
to be
Necessary.

inherited from the Company. But in the year 1890 the Water Committee were obliged to make some preparation for an approaching crisis. By frequent and costly extensions of the works they had nearly exhausted their borrowing powers; and as the demand was still constantly overtaking the supply of water, application to Parliament for new powers was urgently necessary. This emergency could not fail to raise the question whether they should be content with new powers for extending operations in the area of supply already secured, or should seek new sources. On the 7th of October, 1890, they asked and obtained from the Council authority to consult with Mr. James Mansergh, or some other Consulting Engineer of eminence, as to further powers to be obtained by the Corporation for additional works and sources of water supply. The nomination of Mr. Mansergh was significant, for he had been one of the engineers who had assisted Sir Robert Rawlinson in the investigations upon which the Report of 1871 was based.

The Report
of April,
1891.

On the 7th of April, 1891, Alderman Sir Thomas Martineau presented to the Council the most momentous of the many Reports of Committees that claim notice in this volume. In doing so he made a speech in advocacy of the Welsh scheme which at once aroused public attention, and which was destined to be frequently quoted both by the supporters and the opponents of the project. Five important documents were appended to the Report: Mr. Mansergh's report, dated January 8th, 1891; a report by Mr. Gray, the Engineer of the Department, dealing more particularly with the possibilities of the local supply; Dr. Hill's analysis of a sample of water taken below the junction of the Elan and the Claerwen, by which the great superiority, in respect of purity and softness, of the Welsh over the local water was demonstrated; a report in which Messrs. Howard Smith and Slocombe justified the statistical and financial forecast that formed part of the basis of the scheme; and a reprint of the old Report of Sir Robert Rawlinson. Supported by these authorities the Committee advised the Council: (1) that the yield of the existing waterworks would fall short of the maximum demand in 1893 and of the average demand in 1900; (2) that the cost of additional works necessary to secure all the water that could be yielded by the existing area of supply would be nearly £1,000,000; (3) that such works would

provide for the requirements of twenty years only ; (4) that Mr. Mansergh and Mr. Gray were agreed that to get a thoroughly satisfactory supply it was necessary to go over the border into Wales, and that "of all the Welsh streams the Elan and the Claerwen were by far the best" ; and (5) that there was a good reason to hope that "the scheme could be carried out without levying any rate in aid, and without any alteration in the parliamentary scale of maximum water rental, provided that for a time an increase was made in the water charges," such increase being less than the reductions made in 1881, 1883, and 1884 (see vol. ii., pp. 430, 436, 439-40), so that the charges would still be lower than before the acquisition. The conclusion was : "After giving the whole matter their most anxious consideration, the Committee, who at the outset of the enquiry anticipated that the needs of the district might be met by a development of local resources, have gradually arrived at a decided conviction that it is for the best interests of Birmingham that the Elan and Claerwen Scheme should be adopted, unless, in the course of the further investigation which will be necessary, some insuperable financial or other difficulty should arise." The Committee therefore asked authority to obtain further details of the works proposed and an estimate of the cost, and to proceed with the preparation of plans and references with a view to the promotion of a Bill in the session of 1892. This recommendation was approved at an adjourned meeting of the Council on the 21st of April. The voting was : For the Resolution, 51 ; Against, none ; Neutral, 1.

The financial estimate ordered by this resolution was produced at the meeting of the Council on the 13th of October. At the same meeting the Committee reported that the Bill was drafted, and that the referencing was nearly completed. The two columns of Mr. Mansergh's approximate estimate require a word of explanation. The chief works included in the complete scheme were (a) a new reservoir at Frankley at such an elevation as to supply by gravitation all but the very highest districts of the Water Area ; (b) six reservoirs in the valleys of the Elan and Claerwen ; (c) an aqueduct or conduit, with a fall of about 200 feet, connecting the Welsh reservoirs with Frankley. The construction of the conduit differs according to the elevation of the ground traversed. It is either (a) a tunnel through high ground, or (b) cut-and-cover where

First
Financial
Estimate.

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Section 2.

it can be carried over ground of the right elevation, or (c) iron pipes where it crosses depressions. It was proposed to make the tunnels and the cut-and-cover large enough to convey 67·5 million gallons per diem,—an amount of water not expected to be required until 1950 or 1960. Five 44-inch pipes are required to carry the same flow of water, and of these five it was proposed to construct two only at first, supplying 27 million gallons, and to add the third, fourth, and ultimately the fifth, as the consumption increased. For the first supply of 27 million gallons three only of the six Welsh reservoirs were necessary.*

SUMMARY OF APPROXIMATE ESTIMATE.

Description of Work.		For two lines of Pipes.	For five lines of Pipes
		£	£
1	Railway	45,000	65,000
2	Reservoirs	684,000	1,265,000
3	Aqueduct	1,698,000	2,746,000
4	Service Reservoirs and Filters	179,225	328,062
5	Land for Reservoirs on Watershed ..	120,000	200,000
6	Land for Aqueduct (easement) and for Frankley Reservoir and Filters.....	115,680	115,680
7	Mains to Monument Lane and City Boundary	113,072	243,258
		2,904,977	4,963,000
	Add 15% for Contingencies, &c.....	435,723	—
	Add 10% on £1,050,000 (3rd, 4th, and 5th Mains)	—	105,000
	Add 15% on £3,913,000.....	—	586,953
	Totals	£3,340,700	£5,654,953

Provision was also necessary, independently of the Welsh Scheme, for local requirements. For this part of the estimate Mr. Gray was responsible.

Elan and Claerwen Scheme (as above)	£3,340,700
Reservoirs and Works for Local High Level Districts	86,250
New Mains and Improvements	195,000
	<u>£3,621,950</u>

* Similarly the Vyrnwy scheme for Liverpool was designed to supply 40 millions, but at first only one of three pipes was constructed; and the Thirlmere scheme of the Manchester Corporation will give ultimately 50 millions, but provision was made in the first instance for ten millions only. The lengths of the aqueducts are: Liverpool 68, Manchester 100, and Birmingham 80 miles.

At this meeting of the Council a resolution approving of the scheme was carried by the votes of all the fifty-six members present.

The draft of the Bill was submitted to the Council on November 24th, and was approved by a majority of fifty-five votes to one. On the 5th of December a statutory meeting of ratepayers was held in the Town Hall, and the resolution approving the Bill was declared carried by a large majority. The local opponents of the scheme were at no time numerous, but their opposition was strenuous and not wholly lacking in organisation. They drew support chiefly from shopkeepers occupying highly-rated premises in the centre of the town. A poll was demanded; and after three days voting it was found that 4,016 burgesses had supported, and 563 had voted against, the Bill. On the 16th of February, 1892, the Bill was read a first time in the House of Commons. It was introduced by four of the members for Birmingham, Mr. Chamberlain, Mr. Matthews, Mr. Kenrick, and Mr. Powell Williams, and by Mr. (now Sir Henry) Fowler, member for Wolverhampton, the largest of the towns affected by a clause giving a right of supply, on certain terms, to districts within fifteen miles of the aqueduct.

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The Scheme
Approved.

The Bill
Approved

and brought
in.

THE CASE FOR THE BILL.

Before proceeding to give an account of the parliamentary struggle, it will be convenient, at this point, to attempt a summary of the calculations and reasons by which the great majority of the people of Birmingham were induced to approve of this costly enterprise. The following account is based not only on the Reports already enumerated and on speeches made before the introduction of the Bill by Sir Thomas Martineau and others, but on the evidence that was subsequently submitted to committees of the two Houses of Parliament. The "Minutes of Speeches and Evidence on the Birmingham Corporation Water Bill" fill a folio volume of 1,160 pages. It is therefore evident that many facts and observations must be omitted in such a condensed statement of the case as it seems proper to give in this book.

Preliminary
Remarks.

It should be premised that, in order to secure parliamentary approval for a scheme opposed (as will appear below) by many powerful interests, and in some respects unsupported by precedents,

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the Corporation was compelled to prove to absolute demonstration, not only that the project was desirable in the interest of Birmingham and that it would not, on any reasonable expectation, impose an intolerable burden on posterity, but that it was urgently and immediately necessary, and that any alternative scheme suggested by the opponents was either impracticable or inadequate. No disrespect is implied to the Birmingham opponents, who were doubtless actuated by sincere public spirit, if the objections they urged in the press, at public meetings, and before the Parliamentary Committees, are here omitted or stated with brevity. The questions they raised were considered and determined against them by the most competent and impartial of tribunals. Similarly, it is unnecessary to recapitulate the proofs of the facts and inferences by which the scheme was justified. It is sufficient to remark that those proofs were offered to a Hybrid Committee of the House of Commons, and, after being subjected to searching hostile criticism, were by them accepted as satisfactory.

Growth
of the
Demand.

The area supplied with water by the Corporation is considerably larger than the municipal borough. Between 1871 and 1891 the number of inhabited houses on the area had increased from 89,457 to 129,000, and the population from 449,000 to 648,000. The number of persons supplied with water in 1891 was 604,000. It was argued that the great variety of industries practised in the district afforded a guarantee, not available in towns that depend upon the prosperity of one trade only, for the expectation that this ratio of increase would be maintained in future years. The average daily consumption of water had increased from 8·30 (millions of gallons) in 1876 to 11·42 in 1881, 12·70 in 1886, 14·28 in 1889. In the year ending March 31st, 1891, it was 16·82; but it was admitted that this was an abnormal demand due to an exceptional frost, and 15·50 was therefore substituted in the statistics for purposes of forecast. It will be observed that the ratio of increase, though always larger than that of the increase of population, had fallen off in the latter part of the period observed. The daily consumption per head was, for all purposes, 25·75, for domestic purposes, about 17, gallons a day. This was a low rate kept down by great vigilance in the prevention of waste. At Glasgow, where the supply from Loch Katrine is practically unlimited, the daily consumption per head approaches 50 gallons.

The expected consumption of future years is shown in detail in the financial forecast quoted below (p. 808). That table shows the expected average daily consumption; but it must be borne in mind that it is necessary to provide for more than the average daily demand, as in any year that average will be exceeded for many days consecutively. The maximum daily consumption must also be taken into account. It was expected that in 1900 the average demand would be 20·2 and the maximum 26; in 1915 the average calculated was 30, the maximum 36.

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The existing water supply was drawn from five rivers or brooks (the Perry stream, the Witton stream, Plant's Brook, the Blythe, and the Bourne), and from seven deep wells in the new red sandstone. The daily yield in dry weather of the streams was 7·50, and of the wells 9·0, millions of gallons. The maximum possible output of the existing works was calculated by adding to the sum of these amounts 2·75 for water drawn from the storage reservoirs, and so obtaining a total of 19·25. This maximum would be exceeded by the expected average demand before the end of the century.

Limits
of the
Supply.

It was possible to increase the supply of river water by making provision to impound a larger proportion of the flow of the river Bourne. This scheme had been rejected by the Corporation for the following reasons. It would cost £1,000,000; it would provide for the requirements of twenty years at the most;* and then it would become necessary to resort to distant sources, and so the outlay would be wasted. In the second place, there was the constant danger of contamination. The Tame had long ago been abandoned; the Blythe already required careful watching; and to extend the dependence of the City on stream water within the area would be a step of retrogression in defiance of experience. It was also possible to increase the supply by sinking more wells within the area already at the command of the Corporation. There were two minor objections to this plan. The well water, though sufficiently pure, was very hard; and general experience

* It afterwards appeared that Mr. Gray, the author of this proposal, had assumed that the whole of the ordinary flow of the river might be impounded, and had not made allowance for the compensation water which Parliament would have required the Corporation to restore to the stream. This consideration reduces the supposed twenty years to five. (Alderman Lawley Parker's Speech, February 6th, 1894.)

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shows that a gradual increase of hardness is to be expected in water pumped from red sandstone. This is an important economical consideration. Mr. Mansergh roughly estimated the annual saving of soap that would result from the substitution of the soft Welsh water at £60,000. To this must be added the saving of the extra fuel required to heat furred boilers. It may be added that the history of Glasgow illustrates the value of a soft-water supply in attracting industries. The second objection was that the yield of wells is uncertain and often disappoints expectation. The King's Vale well had been expected, on geological evidence, to yield 6,000,000 gallons daily; its actual yield is only 300,000. A sinking at Harborne had been abandoned as useless. The Selly Oak well was expected to supply 2,000,000 gallons at once; but it had been necessary to drive headings to obtain its actual yield of 1,200,000.

Insufficiency
of the Area
of Supply.

Apart from these considerations it was proved by geological evidence that no increase in the number of wells within the existing area of supply could meet the requirements of more than a few years. Professor Lapworth estimated the maximum possible supply from the water-bearing strata under the whole district at 11,000,000 gallons daily. This result is obtained by subtracting 7·5, the number of square miles occupied by the crowded parts of the City, from 35, the total number of square miles of water-bearing rock in the area, and multiplying the remainder by 400,000, the average number of gallons that, according to the accepted estimate of geologists, percolates daily to the deep strata from each square mile of surface. The accuracy of this estimate was admitted by the geologists who gave evidence for the opposition. Of these eleven million gallons eight and a half were already pumped, and nine might be pumped, from the wells already sunk. It was therefore certain that no possible multiplication of the deep wells within the area could add more than 2·5 millions to the daily supply.

Distant
Supply
necessary.

It was impossible to extend the area without encroaching upon the rights of other corporations or water companies. The Corporation was therefore compelled to seek its supply at some considerable distance. A long aqueduct being therefore necessary, it was economical to go far enough west to reach a high-level water-shed, and so save the cost of pumping. With the Elan supply,

distributed from Frankley, no pumping will be necessary except to the high-level area on the west and south-west of the City. The saving in the cost of pumping and repair of engines was estimated, on the expected consumption of the year following the completion of the works, at £28,000,—that is, at between one-fourth and one-fifth of the annual charges for interest and repayment on the estimated capital cost of the first instalment.

The evidence of the experts, Dr. Frankland and Professor Dewar, employed by the Corporation to make a chemical examination of the water, was conclusive as to the great superiority of the new over the old supply. The Blythe was found to contain 35·12 parts per 100,000 of saline matters in solution, the Bourne 34·4, Plant's Brook 20·64, Witton Brook 24·88, and Perry Brook 33·52. The highest proportion observed in the Elan was 4·5 and the smallest 2·92. Dr. Frankland described both the Bourne and the Blythe as suspicious water which might at any time become dangerous, and the Elan and Claerwen water as similar, and fully equal, to the Loch Katrine water used at Glasgow. The degrees of hardness discovered in the mixed stream and well water as supplied varied in 1889 from 13·8 to 17·5, in 1890 from 12·0 to 22·3, and in 1891 from 17·1 to 25·2, showing a rapid increase. The hardness of the samples of Welsh water examined by Dr. Frankland and Professor Dewar varied from ·5 to 1 degree. The following table gives the result of analyses made independently by Messrs. Southall and Barclay.*

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Chemical
Evidence.

COMPARISON OF THE PRESENT BIRMINGHAM SUPPLY WITH MOORLAND WATER.

	Solids.	Chlorine.	Ammonia.	Albuminoid Ammonia.	Hardness.
Birmingham	21·5	1·36	0·0013	0·0084	13·2
Elan and Claerwen	5·0	0·68	0·00093	0·0047	1·8
Vyrnwy (at Liverpool)	6·0	0·65	Absent	0·0048	3·9
Sheffield	5·0	0·65	Absent	0·0182	2·7
Loch Katrine (at Glasgow) ...	2·16	0·35	Absent	0·0084	1·6

* This table, which is simpler than the elaborate diagrams prepared for the information of the Parliamentary Committees, is borrowed from Mr. Thomas Barclay's book, "The Future Water Supply of Birmingham" (Third Edition, 1898). The reader is referred to this book for much interesting information for which space cannot be found in this chapter.

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Alternative
Proposals.

Of the alternative proposals made by opponents of the scheme two only need be mentioned here ; the rest were obviously absurd. It was suggested by an eminent geologist that wells should be sunk at several places (Cannock, Shifnal, Bridgnorth, Enville, Kingswinford, Penn, Belbroughton, and the Lickey) outside the old area, but still not very remote from Birmingham. It was, however, easily shown that a great part of the underground supply which it was proposed to tap was already taken by other populous districts, or conceded to them by Parliament. The merely geological evidence of the amount of water available was therefore quite inconclusive. No estimate was offered of the cost of this plan.* The other suggestion was that of a double supply. It was proposed that all the mains and pipes should be duplicated, that the well water should be passed through one set of pipes for domestic purposes, and the river water through the second set for sanitary and commercial purposes. This was the method employed at Paris ; in England it had been tried only at Southampton, where it was about to be abandoned, and a few less important towns. This suggestion made no favourable impression on the Parliamentary Committee, and it was therefore unnecessary for the Corporation to treat it seriously. It was due to the Birmingham opponents ; and it is significant that the London opposition, which was interested (as will appear below) in making the most of any evidence tending to prove that the Welsh scheme was unnecessary or not urgently necessary, made no use whatever of this proposal.

FINANCE OF THE SCHEME.

The Financial
Forecast.

The financial basis of the scheme will be best exhibited by a partial reproduction of the elaborate forecast of revenue and expenditure for each year, which was prepared by Mr. Mansergh and approved by the Accountants. The total capital expenditure on the complete scheme was estimated at £6,600,000. The

* Immediately after the cross-examination of the witnesses called to support this proposal the Chairman of the Hybrid Committee announced that the Committee was already satisfied that it was impossible to find a sufficient additional supply in the neighbourhood of Birmingham ; on this point no rebutting evidence need be called. The proceedings therefore do not contain any comparison of the cost of this scheme—involving as it did an increase instead of a saving of the cost of pumping, and eight conduits each of from ten to twenty miles long, in various directions—with that of the reservoirs and aqueduct of the Welsh scheme.

difference between this amount and that given above as the Engineer's estimate of the ultimate cost of the Elan Supply works covers an additional allowance for the purchase of land, and the anticipated cost of mains and other works within the area of distribution. This total was not to be reached until the year 1955. It does not therefore appear in the abbreviated table printed here, which stops at the year 1922, the year after which, according to the forecast, the reimposed charges are to be remitted. The capital outlay before this date includes the cost of the first and also of the second instalment, that is, of the third pipe; the expenditure on the fourth and the fifth pipe comes later. The calculation supposes an increase of three per cent. annually in the water-rents for the first decade, of two and three-quarter per cent. for the second, and so on. The fall in the expenditure exclusive of new capital in the year 1902 is due to the cessation of pumping after the completion of the aqueduct. The following year there is a sudden rise in the other column of expenditure (interest and repayment); that is because payments to sinking fund begin in this year.

In the second page of the table the £17,145 at the head of the last column is the actual accumulated deficiency on revenue account that existed at the end of 1890. The table shows how the deficiency, which reappears in 1896, is at first covered, and afterwards reduced, by the "reimposed charges," that is, by an increase in the water-rents which was not to exceed the earlier remissions. No power was asked from Parliament to raise the maximum charges fixed by the earlier Acts. The first effect of these charges is to postpone the appearance of a deficit in the annual accounts to 1899. By 1904 the accumulated annual deficits have at last swallowed up the savings of the fat years, and a deficiency begins to accumulate which reaches its maximum, £142,905, in 1914. In the following year the income of the department has again overtaken the expenditure; the deficit is reduced year by year, and at last disappears. In the later years, from 1923 onwards, the reimposed charges are remitted. The deficiency never reappears, the income being sufficient to meet the charges on all subsequent borrowings of capital. It was anticipated that it would be possible to make a further reduction of ten per cent. in the charges in 1932, and again in 1944.

It was apparent that the accuracy of this forecast might be

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seriously disturbed either by a capital expenditure in excess of the estimate, or by the failure of the income to increase in the expected ratio. It is now (1901) already certain that the cost of the new works must largely exceed the estimate submitted to Parliament, and that the reimposed charges will not suffice without a rate in aid. Thus the interest of the forecast is now merely historical. It is not yet possible to reconstruct the table with the substitution of the actual for the assumed capital expenditure.

Mr.
Mansergh's
Tables.

YEAR ending March 31.	Probable Daily Demand.	Income from Rates charged at present.	Expendi- ture exclusive of New Capital.	NEW CAPITAL.			Total Annual Expendi- ture.
				To be expended during year.	Total expended at end of year.	Interest and Repayment	
	Thousands of Gallons.	£	£	£	£	£	£
1891 ...	15,500	133,850	132,000	10,000	10,000	150	132,150
1892 ...	15,965	137,865	133,272	20,000	30,000	600	133,872
1893 ...	16,444	142,001	134,591	100,000	130,000	2,400	136,991
1894 ...	16,937	146,261	135,956	130,000	260,000	5,850	141,806
1895 ...	17,445	150,649	137,619	200,000	460,000	10,800	148,419
1896 ...	17,968	155,169	139,333	500,000	960,000	21,900	160,633
1897 ...	18,508	159,824	141,098	500,000	1,460,000	36,300	177,398
1898 ...	19,063	164,619	142,916	500,000	1,960,000	51,800	194,216
1899 ...	19,635	169,557	144,789	500,000	2,460,000	66,300	211,089
1900 ...	20,224	174,644	146,718	600,000	3,060,000	82,800	229,518
1901 ...	20,831	179,883	148,704	600,000	3,660,000	100,800	249,504
1902 ...	21,404	184,830	125,712	8,000	3,668,000	109,920	235,632
1903 ...	21,992	189,913	121,681	8,000	3,676,000	137,169	258,850
1904 ...	22,597	195,135	122,676	8,000	3,684,000	137,458	260,134
1905 ...	23,218	200,502	123,698	8,000	3,692,000	137,747	261,445
1906 ...	23,857	206,015	124,749	60,000	3,752,000	138,816	263,565
1907 ...	24,513	211,681	125,828	60,000	3,812,000	140,983	266,811
1908 ...	25,187	217,502	126,937	60,000	3,872,000	143,151	270,088
1909 ...	25,880	223,483	128,076	382,000	4,254,000	150,149	278,225
1910 ...	26,591	229,629	129,247	382,000	4,636,000	163,952	293,199
1911 ...	27,323	235,944	130,450	8,000	4,644,000	172,146	302,596
1912 ...	28,006	241,843	131,574	9,000	4,653,000	172,450	304,024
1913 ...	28,706	247,889	132,726	9,000	4,662,000	172,775	305,501
1914 ...	29,423	254,086	133,906	9,000	4,671,000	173,100	307,006
1915 ...	30,159	260,438	135,117	9,000	4,680,000	173,425	308,542
1916 ...	30,913	266,949	136,357	9,000	4,689,000	173,750	310,107
1917 ...	31,686	273,623	137,628	9,000	4,698,000	174,075	311,703
1918 ...	32,478	280,463	138,932	9,000	4,707,000	174,400	313,332
1919 ...	33,290	287,475	140,268	9,000	4,716,000	174,725	314,993
1920 ...	34,122	294,662	141,636	9,000	4,725,000	175,050	316,686
1921 ...	34,975	302,028	143,040	9,000	4,734,000	175,376	318,416
1922 ...	35,762	308,824	144,335	70,000	4,804,000	176,616	320,951

YEAR ending March 31.	BALANCE FOR YEAR.		Re- imposed Charges.	EFFECT OF REIMPOSED CHARGES ON BALANCE FOR YEAR.		ACCUMULATED BALANCES AT END OF YEAR.	
	Surplus.	Deficiency.		Surplus.	Deficiency.	Surplus.	Deficiency.
	£	£	£	£	£	£	£
1890	—	—	—	—	—	—	17,145
1891	1,700	—	—	1,700	—	—	15,445
1892	3,998	—	—	3,998	—	—	11,452
1893	5,010	—	28,000	33,010	—	21,558	—
1894	4,455	—	28,840	33,295	—	54,853	—
1895	2,280	—	29,705	31,985	—	86,788	—
1896	—	5,464	30,596	25,132	—	111,920	—
1897	—	17,574	31,514	13,940	—	125,860	—
1898	—	29,597	32,459	2,862	—	128,722	—
1899	—	41,532	33,433	—	8,099	120,623	—
1900	—	54,874	34,436	—	20,438	100,185	—
1901	—	69,621	35,469	—	34,152	66,033	—
1902	—	50,802	36,444	—	14,358	51,675	—
1903	—	68,987	37,448	—	31,489	20,186	—
1904	—	64,999	38,477	—	26,522	—	6,386
1905	—	60,943	39,535	—	21,408	—	27,744
1906	—	57,550	40,622	—	16,928	—	44,672
1907	—	55,180	41,740	—	13,390	—	58,062
1908	—	52,586	42,887	—	9,699	—	67,761
1909	—	54,742	44,066	—	10,676	—	78,437
1910	—	63,570	45,278	—	18,292	—	96,729
1911	—	66,652	46,523	—	20,129	—	116,853
1912	—	62,181	47,686	—	14,495	—	131,353
1913	—	57,612	48,879	—	8,733	—	140,086
1914	—	52,920	50,101	—	2,819	—	142,905
1915	—	48,104	51,353	3,249	—	—	139,656
1916	—	43,158	52,637	9,479	—	—	130,177
1917	—	38,080	53,958	15,873	—	—	114,304
1918	—	32,869	55,302	22,433	—	—	91,871
1919	—	27,518	56,684	29,166	—	—	62,705
1920	—	22,024	58,101	36,077	—	—	26,628
1921	—	16,988	59,553	43,165	—	16,587	—
1922	—	12,127	60,889	48,762	—	65,299	—

The above tables are copied without alteration (except abbreviation and omission of details) from the table submitted to the Parliamentary Committees. An error of some importance was subsequently discovered. In 1890 and 1892 the capital of the Department was increased by three loans, amounting to £80,000. The table ought therefore to have been corrected by adding to the forecast of expenditure the annual charges for interest and sinking fund on this additional capital; but this correction was not made, and the error escaped notice until the accounts for the financial year 1893-4 were made up. About £4,500 should be

Error in the
Tables.

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Financial
Results
1893-1899.

added to the expenditure of each year as given in the forecast; the yearly surplus should be reduced, or the yearly deficit increased, by the same amount; and consequent alterations made in the columns showing the accumulated surplus or deficit.

The reader may here expect some attempt to answer the question how far this forecast has been justified by the actual experience of the years 1893 to 1899. No really satisfactory discussion of this question is possible until after the completion of the first instalment of the works. The following comparison, however, may be of some interest.

	Forecast, March 31, 1900.	Actual, March 31. 1900.
	£	£
Capital outlay to date	3,060,000	2,606,908
Revenue of year ended	209,080	233,843
Expenditure of year	229,518	240,322
Deficiency of year	20,438	6,479
Accumulated Surplus	100,185	124,975

The comparison of anticipated and actual capital expenditure is of little value as the works were less nearly completed than the forecast assumes. It is satisfactory to observe that the revenue of the Department has grown much more rapidly than was assumed in the evidence laid before Parliament, and that the effect of the reimposed charges has more than satisfied expectation. The increase of expenditure is due to the great cost of the temporary provision for urgent requirements made from local sources. It completes the proof that the Corporation did not go to Wales a day too soon. The actual consumption of water has indeed been less than the forecast, except in the earlier years; but this is because, in every dry summer, it has been artificially kept down below the natural and legitimate demand. Apart from statistics, the difficulty which the Committee has frequently experienced in satisfying the demand has more than justified the plea of urgency laid before Parliament.

THE BILL BEFORE PARLIAMENT.

The London
Opposition.

Shortly after the first reading of the Bill a strong opposition began to develop in itself in London. A Royal Commission was already sitting upon the London water supply. It was not

improbable that the Commission would advise London to seek its supply beyond the valley of the Thames. It was not impossible that Wales, though remote, might be indicated as the most convenient district for London, and, if Wales, why not the very watershed coveted by Birmingham? In his speech of April the 7th Sir Thomas Martineau, in his desire to accumulate many and various arguments for the persuasion of minds of different orders, mentioned this possibility among other reasons for a prompt decision. The London members and the London County Council, being informed of this remark, took serious alarm, and even allowed themselves to harbour the suspicion that Birmingham was wilfully exaggerating the urgency of its needs in order to forestall London. In the hope of conciliating this opposition the second reading was postponed, and a conference held, on the 25th of February, between the London members and representatives of the County Council on the one hand, and the Birmingham members, with the Mayor, Sir Thomas Martineau, and the Town Clerk, on the other. The case for urgency was stated by Mr. Chamberlain and Sir Thomas Martineau, and seemed at the time to carry conviction. Birmingham was compelled by its exceptionally high elevation to seek its supply at not less than 800 feet above ordnance datum; the choice of London was not so restricted. Birmingham was taking seventy square miles at the top of the Wye watershed; the rest of the watershed was elevated enough for the purposes of London, and it was 700 square miles in extent. The London representatives expressed themselves as satisfied. But it appeared subsequently that metropolitan suspicions had not been dispelled. The London County Council petitioned that the scheme should be deferred until the Royal Commission had reported, and persisted in a jealous, but fortunately ill-conducted and ineffective, opposition to the Bill. This opposition largely increased the duration and the cost of the parliamentary enquiry; but it had one fortunate result. As every plea for urgency submitted by the Corporation was subjected to searching and hostile criticism by eminent parliamentary counsel instructed by the London opponents, no reasonable man could thereafter gainsay a case that had emerged triumphantly from such an ordeal.

The second reading was moved on March 8th by Mr. Chamberlain. By this time the London opposition had been reinforced

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Second
Reading of
the Bill :
Further
Opposition.

from other quarters, and especially from the Wye valley and from all parts of Wales : and both Mr. Ellis (Merioneth) and Sir J. Bailey (Hereford) had given notice of their intention to move the rejection of the Bill. In the debate two London members, Mr. Sydney Buxton and Mr. Ritchie, gave support to the Bill ; but Mr. Radcliffe Cooke (Newington), Mr. Burdett Coutts (Westminster), Mr. Stuart (Hoxton), and several other representatives of the metropolis supported Mr. Ellis. The Bill was described as a "gigantic Enclosure Bill," and as "not a Bill to meet municipal needs, but a great money-making transaction." It was true that a great part of the land to be purchased by the Corporation was unenclosed land. The purchase was necessary in order to secure to the Corporation for all time the power of preventing the pollution of the streams ; but the Corporation was willing to safeguard the commoners' rights in every possible way, and in respect of tenant-right their position was even improved by the Bill. It was also true that the Bill empowered, or rather compelled, the Corporation to sell water on demand to the districts traversed by the aqueduct ; but this provision had been forced upon the Corporation. The debate lasted three hours ; but no objection was raised except such as even a select committee was competent to entertain. The opposition was partly disarmed by the consent of the promoters to refer the Bill to a Hybrid Committee, that is, a committee nominated partly by the House and partly by the Committee of Selection, and having larger powers for enquiry and the collection of evidence than a select committee. The second reading was carried by 244 votes to 102.

The Hybrid
Committee.

On the following day the Bill was referred to a Hybrid Committee of nine members. Mr. (now Sir Henry) Campbell-Bannerman was Chairman of the Committee, and Birmingham was represented upon it by Mr. Powell Williams. The Committee was instructed, on the motion of Mr. Shaw-Lefevre, to consider the question of common rights and access to the hills on the watershed. Mr. Chamberlain, on the part of the Corporation, consented to this instruction upon an intimation by the Speaker that it was necessary in order to give the commoners a *locus standi* before the Committee. But he declared that unless the Corporation obtained the absolute freehold of the watershed, and so secured complete control under all possible conditions, they could not safely proceed with the scheme.

The first sitting of the Hybrid Committee was held on the 31st of March. It sat on eighteen days, of which seven were occupied in presenting the case of the Corporation, nine by the speeches and evidence of the opponents and the reply of the promoters, and two, after the preamble had been passed, by the discussion on clauses and amendments. Sir Thomas Martineau and the Mayor (Mr. Lawley Parker) gave evidence in proof of the requirements of the town and the necessity of the scheme. Mr. Mansergh's evidence included a detailed description and defence of the whole project. The witnesses called as experts were: Engineers, Mr. Gray, Mr. T. Hawkesley, Mr. G. H. Hill of Manchester, and Mr. J. M. Gale of Glasgow; Geologists, Professor Lapworth, Professor Boyd Dawkins, Professor Green, Mr. W. Topley; Chemists, Dr. Frankland, Professor Dewar, and Dr. Hill; Dr. Wilson, Medical Officer of Health for Mid-Warwickshire, and Mr. Howard S. Smith, Accountant. Thirty-seven petitions were presented against the Bill. Some of the petitions from Railway Companies, owners of property affected by the reservoirs and aqueduct, were at once withdrawn, clauses protecting the interests of the petitioners having been arranged before the Committee sat. While the Committee was sitting negotiations were proceeding outside the Committee-room with many other petitioners and landowners, and from time to time arrangements were reported and opposition withdrawn. There still remained, however, a formidable variety of opposition to be dealt with by the Committee. The petitioners upon whose behalf speeches were made and evidence submitted were: The London County Council; the City of Hereford: owners of Fisheries on the Wye; the Bulth Lead Mining Company; Owners of property on the Elan and Claerwen; the Highway Boards of Knighton and Rhayader; the Radnor County Council; Mrs. Prickard, owner of the Dderw estate on the watershed; and 383 property-owners of Birmingham.

The preamble was declared to be proved on the 13th of May. The Corporation had proved that their project was urgently necessary, that it was practicable, than its financial basis was sound, and that no acceptable alternative had been suggested. So far as the proof of these propositions was concerned, though all of them were vehemently disputed, the case of the Corporation was established too firmly to be shaken for a moment, and so far

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Evidence
for the
Corporation.

Petitions
Against the
Bill.

The
Preamble
Proved.

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Amendments.

the assent of the Committee was given without any hesitation. They had more difficulty in persuading the Committee that it was necessary that they should become owners in fee-simple of seventy square miles of land upon the watershed. This proposal went beyond any established precedent, and indeed involved the suspension of a provision of the Land Clauses Act under which the Corporation would have been compelled to re-sell all lands not actually utilised for the works. Early in the proceedings opposition to this proposal was in part disarmed by the acceptance of a clause suggested by Mr. Gedge, a member of the Committee, under which the landowners could require the Corporation to grant to them a 999 years lease of lands not required for the reservoirs, at a rental of three per cent. on the purchase money, less the value of mining rights, and under covenants for the protection of the water from pollution. A right to leases for twenty-one years, on similar conditions, was conceded to tenants, who thus enjoyed greater security of tenure than before. The difficulty of the common lands was met by substituting for the power of compulsory purchase an authority vested in the Corporation to make bye-laws for the prevention of any practice that might endanger the purity of the water. The Conservators of the Wye fishery were satisfied by an increase of the amount of water which the Corporation should be obliged to discharge from the reservoirs into the Elan from 22 to 27 millions of gallons daily, and by compensation for the injury to spawning beds. The Corporation is also bound to provide a rent-free house by the great dam for a water bailiff. Other new clauses added to the Bill preserve existing fishing rights above the reservoirs, and prohibit sheep-washing. The City of Hereford claimed that proprietary rights in all the water of the Wye and its tributaries above Hereford had been granted by the Act that permitted the citizens to pump water from the river. It asked for the right of tapping the aqueduct to the extent of a million gallons daily without payment; it received the right of drawing this amount of water at one-half the price charged to authorities within fifteen miles of the aqueduct.

Third
Reading.

With these and other amendments the Bill was reported to the House of Commons on the 26th of May. Mr. Campbell-Bannerman joined with the promoters in resisting further amendments moved on the report stage, and designed to confer on the

inhabitants of the district rights which they had never possessed. He declared that the Committee had gone much further than in any previous Bill in the way of protecting local rights; that they had found the Corporation most willing to meet their views; and that there was no local right that had not been fully preserved. The only amendment introduced at this stage was a prohibition of the use of barbed wire, which it had not been intended to use. The third reading was moved on the 31st of May. A motion to recommit the Bill in order to insert a clause giving further rights of fishing to the inhabitants of the district was lost on a division. Sir Hussey Vivian (afterwards Lord Swansea), who had persistently urged that the water ought to be saved for the possible future needs of Glamorganshire, moved the rejection of the Bill; but it was read a third time without a division.

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The Bill was read a first time in the Lords on May 31st, and a second time on June 14th. The proceedings before the select committee of the Lords occupied four days. The London County Council still persisted in their opposition; and two new opponents appeared by Counsel, the County Councils of Monmouth and Glamorgan. A clause was inserted requiring the Corporation to complete the first instalment within ten years from the Royal Assent; but, with this exception, the amendments introduced by the Lords were unimportant. The Bill was read a third time on the 21st of June; on the following day the Commons agreed to the Lords' amendments; and the Royal Assent was given on the 27th of June, 1892.

The Bill
Before the
Lords.

Royal
Assent.

PROVISIONS OF THE ACT.

The Birmingham Corporation Water Act, 1892, contains 77 sections. The more important of its provisions are briefly stated in the following abstract.

LANDS.

The Act empowers the Corporation to acquire the lands marked in the deposited plans and described in the books of reference (5), correcting any error of description by a certificate from two justices (6); or to acquire easements and rights on lands occupied by the conduit (7, 8). The power of compulsory purchase expires in seven years (9); but the Corporation may purchase by agreement not more than 100 acres of additional land (10). They may continue to hold lands that, in their opinion, are needed for the protection of the works, and such land shall not be deemed superfluous lands under the Land Clauses Act (11). They

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may reserve water rights and easements in selling any of the land (12). They must treat the proceeds of the sale as capital and apply it to the repayment of money borrowed under the Act (13). They must not purchase in any one parish more than ten dwelling houses occupied by labouring men, except with the consent, conditional or absolute, of the Local Government Board, under a penalty of £500 (14). They must, if required, let back any lands in Wales not required for the works to the vendors on a 999 years lease, exclusive of mineral rights, at a 3 per cent. rental (15), subject to covenants, under the arbitration of the Board of Agriculture, for preventing pollution of the water; if application is made within six months (16). They must also, if required, grant twenty-one years' leases to tenants in occupation, with covenants for protecting the water, but without otherwise altering the conditions of tenancy or the rent (17). They may not take more than half-an-acre for the aqueduct from Coreley Common in Salop (18).

WORKS.

The authorised works enumerated in the Act are 50 in number. Twenty-six of these are diversions of roads. The others are: three storage reservoirs (Craig-yr-Allt Goch, Pen-y-gareg, and Caban Coch) on the Elan; three storage reservoirs (Pant-y-Beddau, Cil-Oerwynt, and Dol-y-Mynach) on the Claerwen, a submerged dam in Caban Coch Reservoir; the Dol-y-Mynach tunnel or conduit from the Claerwen to Caban Coch Reservoir; a conduit or pipe from a lead-mine to the Claerwen; the aqueduct, "consisting of one or more conduits or lines of pipes commencing in the parish of Llansantffraid-cwmdeuddwr in the county of Radnor in the Caban Coch Reservoir, and terminating in the parish of Frankley in the county of Worcester, and to be situate in the counties of Radnor, Hereford, Salop, Stafford, and Worcester"; overflow pipes into the Teme at Knighton and at Burrington; three service reservoirs (Frankley, Warley, and Northfield), and three Tanks (Birmingham, Warley, and Northfield); six lines of pipes from the service reservoirs and tanks; and a railway three miles long, from the Mid-Wales Railway to the right bank of the Elan, with a branch five furlongs long to the left bank (19). The Corporation may deviate from the deposited plans within certain limits (20). Their powers for the making of certain works (those in the first instalment) expire in ten years from the passing of the Act (21). They must maintain roads substituted for existing public roads for twelve months after certified completion (23). They may take, collect, divert, impound, and use all the waters of the Elan and Claerwen and their tributaries above the Caban Coch dam (27). They are bound to deliver from the Caban Coch reservoir into the Elan not less than 27,000,000 gallons of compensation water per day in a regular and continuous flow; but the Wye Conservators may require them to hold back five million gallons a day for not more than twenty-one days, and then discharge the accumulation as a freshet in forty-eight hours (28). They must provide (29) and maintain (31) a gauge for measuring the compensation water, and a house at a peppercorn rent for the water-bailiff of the Conservators (36). Disputes with persons interested in the compensation water are to be settled by arbitration (30). They may be fined £200 a day for failure to discharge the compensation water (33); and must also make compensation for loss to mill-owners and others (32). They must pay within six months to the Wye Fishery Board £7,500 to be expended for the advantage of the Fisheries (35). There are clauses for the protection of the Severn Commissioners (37), the Staffordshire and Worcestershire Canal (39), the L. & N.W. Railway Company (40), and other Railway Companies

(41), giving special directions for the construction of the aqueduct where it crosses the river, canal, and railways. Other clauses (38, 44, 45, 57, 58, 59, 60), make special provision for protecting the interests of the owners of estates traversed by the aqueduct. The Corporation must compensate persons for damage and loss caused by the bursting of the aqueduct or reservoirs (46). They may not except by agreement acquire common rights, except on land within the limits of deviation (47). They may prohibit sheep-washing in the water they are authorised to impound (48). They may make bye-laws to protect the water and works in respect of any common or unenclosed land acquired by them, with the approval of the Board of Agriculture (50); but must compensate persons injuriously affected by the bye-laws (51). They may be required to purchase at a price to be fixed by arbitration as for compulsory purchase all sheep settled or depastured on the Welsh lands acquired (52). Subject to the bye-laws, existing rights of access to the unenclosed land, except within the limits of deviation (53), fishing rights, and rights of turbary, etc., are to be preserved (54). The Corporation is to reimburse the Radnor County Council for expenditure on additional police and temporary buildings during the construction, and for the strengthening of county bridges, etc., to meet the extra traffic. They must pay county rates in Radnor and Brecon according to the valuation of the lands in force at the time of purchase, until the works are completed and assessed (55 and 56).

SUPPLY TO LOCAL AUTHORITIES AND OTHERS.

Local authorities within fifteen miles of the aqueduct may demand to be supplied with a fixed quantity of water daily, paying four per cent. upon a fraction of the capital cost of the works equal to the ratio of the quantity demanded to the total capacity of output, and the same proportion of the cost of maintenance, working and management. In calculating the capital cost interest at $3\frac{1}{4}$ per cent. on the capital expended is added until the works are in use; but the cost of the service reservoirs and other works immediately connected with the supply to Birmingham is deducted. Birmingham has a prior right to a supply of 25 gallons a head per day. If the requirement makes it necessary to add another line of pipes to the aqueduct, the local authority must contribute such a sum as the Local Government Board thinks reasonable to the cost of the additional works. The basis of the settlement is to be the calculation of the equivalent of four per cent. interest on the cost of the work from the actual time of construction to the time at which they would have been constructed but for the requirement. Hereford may demand up to a million gallons a day at one-half of the charge calculated as above. Demands can be made only with the sanction of the Local Government Board (62).

FINANCIAL.

The Corporation may borrow for the land and works and for mains and other waterworks purposes not more than £6,600,000 (66), raising the money either by Corporation Stock or Mortgage (67). Mortgages must be paid off in sixty years from the date of borrowing (69), and, if Stock is raised, such sums must be paid annually to the Corporation Loans Fund as, with $3\frac{1}{4}$ per cent. interest, will suffice to redeem the stock at par sixty years after issue (68); but in either case instalments for repayment need not begin till ten years after March 31st, 1893. The Corporation may create a Special Water Fund, and carry to the credit of this fund all or part of the balance of revenue of the water undertaking in any year, and may

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supply from the fund, at any time, any deficiency of revenue (70). They may increase the reserve fund to any sum not exceeding £200,000. The annual proceeds of the excess Reserve Fund over £50,000 may be carried to the Special Fund or the Borough Fund or applied in reducing the price of water (71). Where the Corporation are authorised to raise money for any purpose, they may, with the approval of the Local Government Board, instead of creating stock, use any money forming part of the Loans Fund and not required for paying dividends on Corporation Stock, provision for repayment to the Loans Fund being made in such manner as the Local Government Board shall approve (72). (This important provision was general, not limited to the loans of the Water Department. See p. 40.)

PROGRESS OF THE SCHEME.

A detailed account of the inception of the Welsh Water Scheme, and of the parliamentary proceedings, appears to fall within the proper scope of this work. But the time has not yet come for a history of the still incomplete engineering operations by which the scheme is being carried into effect. It is to be hoped that such a narrative will be forthcoming from a competent hand when the first instalment of the works is at last finished. The notes upon a few points of special interest that follow here are intentionally brief and make no pretence to completeness.

Opposition
Renewed.

On the 26th of July, 1892, the Act was formally referred to the Water Committee, to whom all the powers conferred upon the Corporation were delegated. At this meeting Mr. Councillor Samuel Lloyd, who had recently been returned to the Council by Market Hall Ward as an opponent of the scheme,* moved a resolution to delay its execution until after further enquiry to be conducted by "three impartial persons." The resolution was rejected by fifty votes to three. The eminent services rendered by the Town Clerk in preparing the case for the parliamentary enquiry, and in successfully conducting negotiations for the purchase of the land, were warmly eulogised by the Mayor and Sir Thomas Martineau, and were acknowledged by an honorarium of one thousand guineas voted by the Council.

* In the following year a supporter of the scheme was returned by a narrow majority for the same Ward. Subsequently, two gentlemen who had given evidence for the Birmingham opposition before the Hybrid Committee, were elected by Saint Mary's Ward. But on the whole the results of contested elections do not appear to carry any inference modifying the estimate of the balance of public opinion derived from the vote of December, 1891. The polls afford no evidence that any supporter of the scheme had to any appreciable extent lost the confidence of his constituents.

This meeting is memorable as being the occasion of the last of the speeches made by Sir Thomas Martineau in defence and exposition of the scheme. It will not be denied that we owe the practical unanimity with which the scheme was from the first approved by the Council, and the general, if not unanimous, approval of the citizens, in a large measure to the courage, skill, and candour of Sir Thomas Martineau's advocacy, and to the confidence that was reposed in his sagacity. Sir Thomas died on the 28th of July, 1893. A special meeting of the Council was at once convened, and a resolution adopted by which the Council recorded "their high appreciation of the eminent services, extending over a period of seventeen years, rendered by him to this Municipality, and of the unfailing courtesy, wise counsel, thorough devotion, and high principle which characterised his public life." He was succeeded in the Chairmanship of the Water Committee by Mr. Alderman Lawley Parker, who, as Mayor of the City, had been intimately associated with him in the inception of the scheme.

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Death of
Sir T.
Martineau.

The new Chairman was called upon to defend the scheme against another suggestion of delay early in the following year. The Royal Commission on the London supply had reported the result of experiments from which it appeared that polluted river water could be purified by filtration to a greater extent than had hitherto been supposed possible by water engineers. Mr. Councillor Stembridge therefore moved that no further expense should be incurred on the scheme until the question had been reconsidered in the light of the new evidence, suggesting the filtration of the Tame water and the revival of a scheme to draw water from the Severn. It was replied that £500,000 had already been spent; that the urgency of the needs of the City was more serious than had been supposed in 1892; and that the rivers of which the people of London were advised to make the best had a gathering-ground of 4,000 square miles, while the streams at the disposal of Birmingham gathered from 111 miles only. The resolution was rejected by fifty-two votes to six.

Proposed
Postpone-
ment.

In 1895 a further application to Parliament became necessary for two purposes. The powers obtained by the Act of 1892 did not include that of acquiring by compulsory purchase land required for the deposit of spoil in making the aqueduct. Most of this land

1895—
Second
Application
to
Parliament.

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had been obtained by agreement ; but in some instances exorbitant prices were asked. It was also proposed to construct a short railway from Rubery to the site of the Frankley reservoir to save the expense of carting stone and cement over hilly roads. The estimated cost of the new works was £110,000, but it was not proposed to ask for new borrowing powers. A Bill for these purposes, having been duly authorised by the Council, was promoted in the session of 1896 and carried through parliament with little difficulty.

Purchase of
Land.

The purchases of land arranged during or immediately after the parliamentary proceedings, as reported in July, 1892, amounted to 4,665 $\frac{3}{4}$ acres of freehold, 23,166 $\frac{1}{2}$ acres of common and exclusive rights, and 34,634 $\frac{1}{2}$ of manorial rights, on the watershed, with 197 $\frac{3}{4}$ acres outside the watershed area. The Committee had also bought up leasehold interests in mining rights over 1,600 acres, and easements for about seven miles of the aqueduct. The total amount to be paid for these early purchases was £286,279. From time to time the completion of these and other purchases was reported to the Council. By the end of 1899 the purchases effected were :

	A.	R.	P.
Freeholds	10,133	3	19
Common and Exclusive Rights	22,488	2	4
Mineral or Mining Rights	5,879	2	9
Manorial Rights	35,488	2	18

The Dderw
Arbitration.

The only purchase that went to arbitration was that of the Dderw estate on the watershed, which was not effected until after the expiration of the time allowed for compulsory purchase under the Act. The owner claimed £35,000 for 298 acres of freehold, and for the right of pasturage over 2,546 acres of which the Corporation had already acquired the manorial rights. The lowest valuation submitted to the umpire for the claimant was £36,709 10s., and the highest valuation for the Corporation, £10,265 12s. 1d. The award, given in February, 1897, was for £15,122 ; it included certain lands that were not in the notice to treat, and the claimant's interest in certain other lands to which his title was doubtful. In making this award the umpire had taken into account the claimant's right under the Act to a 999 years' lease of part of the land. The claimant having threatened to appeal on this point to

the High Court, the Corporation saved a lawsuit by adding £615 to the price awarded.

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The whole of the engineering works have been carried out by Mr. Mansergh. The arrangement at first made was that Mr. Mansergh should undertake all the works upon the watershed, the railways, and the aqueduct from the Elan to Hagley; the rest of the works, including the Frankley reservoir, the Northfield and Warley reservoirs and tanks, the Birmingham tank, the filter beds at Frankley, and the mains to and from the home reservoirs, being entrusted to Mr. Gray. Mr. Gray, however, retired from the service of the Department in 1894, and Mr. Mansergh then became engineer for the whole of the works. For some years the Committee, in accordance with an understanding with Mr. Mansergh, withheld information as to his commission. They were repeatedly pressed to satisfy the public curiosity, and, finding that concealment had engendered suspicion, they at last obtained Mr. Mansergh's permission for the disclosure. Under the first agreement Mr. Mansergh receives $3\frac{1}{2}$ per cent. on the expenditure to a maximum of £2,417,693, and under the second agreement, made after Mr. Gray's retirement, the same percentage on a maximum of £523,085. He is thus precluded from charging any commission on extras. The reason for reserving disclosure of these terms was that they are considerably lower than the rate determined by professional custom. The usual commission is five per cent., with one per cent. or more for quantity-getting, and without any restriction of the maximum.

The
Engineering
Works.

The works in the Elan Valley, with the exception of the first length of railway, which was constructed under contract, have been executed by workmen employed immediately by the Water Committee, without the intervention of a contractor. It was felt by the Committee that the responsibility laid upon them of constructing the dams, and especially the great Caban Coch dam at the lower end of the system of reservoirs, in such a way as to ensure absolute safety, was too great to be transferred by them to contractors. The Caban Coch dam rises 122 feet above the river bed; its thickness at the base is also 122 feet, and its length across the top about 600 feet. There is no work of the kind in England comparable in magnitude except the Vyrnwy dam built by the Corporation of Liverpool. The excavation of the foundations

Works
Executed
by the
Department.

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began in August, 1894, and the building of the dam itself two years later. The depth to which safety required the excavation to be carried could not be determined beforehand ; and it was necessary to select material for the cyclopean masonry with a scrupulous care that could hardly be expected from a contractor. These reasons did not apply to the road-diversions, tunnels, and other works in the valley. But difficulties were apprehended if two sets of navvies, one employed and controlled by the officials of the department, and the other by contractors, should be living and working together.

Elan Village
and Canteen.

The number of workmen employed on these works by the Corporation has been from twelve to fifteen hundred. To accommodate these men the Corporation built a wooden village in 1894, on land leased for the purpose on the Brecon side of the Elan about half a mile below the dam. Besides dwelling and lodging houses for about 1,000 men the village contained a Mission and School Room, a Public Hall with a Free Library, a Bath House, an Accidents Hospital and an Infectious Hospital. The Committee also instituted in the Elan Village a novel experiment which attracted a great deal of public attention. They refused to permit any publican to open a licensed house on the land in their occupation, but established under their own management a canteen for the sale of beer and tobacco. They failed in their attempt to dissuade the magistrates from granting a full license to a house privately erected within a mile of the village, but were able to prevent any intoxicants except those sold at the canteen from entering the village by searching all carts that crossed the river by a bridge, erected by the Corporation, and furnishing the only access to the village. The beer was purchased by the Corporation, and the manager received a fixed salary but no commission on sales, so that he had no interest in encouraging the consumption of beer. The canteen was opened for an hour and a half at mid-day, and after working hours in the evening, but never later than nine o'clock. No beer was sold to any person showing signs of intoxication, and no customer was permitted to buy more than one quart at mid-day and two quarts in the evening. Women were admitted only to the jug department, and boys excluded altogether. The profits were devoted entirely to the useful institutions of the village. The cost of the house and fittings was £727, and the net

profit, after providing interest and sinking-fund on this outlay, amounted to £3,262 in the three years ending March 31st, 1898. From this fund the Committee defrayed all the expenses of the Sunday services, of the day school, the free library, and the recreation room, made good the annual loss on the bath-house, and paid a large contribution to the expenses of the hospital. The beer was sold at the prices current in the neighbourhood. The Chief Constable of the County reported very favourably on the sobriety of the village.*

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The remainder of the work has been executed under contract. For this purpose the aqueduct was divided into six lengths. The works at the Birmingham end were taken in three contracts.

Contract No.	Aqueduct from	Approx. Length.	Contractors.	Amount.
		Miles.		£
3...	Elan to Dolau	13½	John Aird & Sons	379,057
2...	Dolau to Knighton	10½	Morrison & Mason	284,821
7...	Knighton to Downton	9½	Morrison & Mason	234,818
11...	Downton to Cleobury Mortimer	14½	Morrison & Mason	489,930
12...	Cleobury Mortimer to Hagley ...	17½	Morrison & Mason	412,446
10...	Ditto ditto (steel pipes, 5,958 tons)	—	Thos. Piggott & Co.	104,648
13...	Hagley to Frankley	5	Abram Kellett ...	141,534
6...	Reservoirs, filter beds, etc., Frankley and Northfield ...		Abram Kellett ...	314,428
15...	Warley Reservoir and Distribution Mains		John Aird & Sons	142,169

The aqueduct begins with the Craig-y-Foel tunnel, one mile three furlongs in length. This tunnel and part of the Elan (cut-and-cover) conduit were included in the Elan Valley works executed by administration. The Elan to Dolau contract was mostly cut-and-cover conduit, but included about three miles of pipe syphon, the Downfield tunnel (three furlongs), and the Fron tunnel (seven furlongs.) This contract was taken in 1896, and the time allowed for execution was four years.

The
Aqueduct.

The contract from Dolau to Knighton was taken in 1894, five years being allowed for the work. It includes the Dolau

* Evidence of Mr. E. Antony Lees, Secretary to the Water Department, before the Royal Commission on Liquor Licensing Laws. (Minutes of Evidence, vol. viii., qq. 70,988-71,307.)

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tunnel, which is the longest in the aqueduct (four miles two furlongs), and the Knighton tunnel (two miles four furlongs.)

Between Knighton and Downton the aqueduct is all syphon. The syphon dips 320 feet below gradient in crossing the valley of the Teme. This contract was taken in 1897, and three and a half years were allowed for execution.

The two contracts from Downton to Cleobury Mortimer, and from Cleobury Mortimer to Hagley, were let in 1898. The former includes seven and a quarter miles of cut-and-cover, six miles one furlong of syphon, the Studley tunnel of seven furlongs, and the Brickhouse tunnel of three furlongs. The Teme syphon on this length is four and three-quarter miles in length, and dips 441 feet below gradient. The Severn and Stour Syphon extends from Cleobury Mortimer to Hagley. It has eight crossings over rivers and canals. It starts at an elevation of 665 feet, and ends at an elevation of 608 feet, above ordnance datum, but the elevation where it crosses the Severn is only 98 feet, or 547 below gradient. To resist the great pressure caused by this descent, the pipes in this section are of steel. The syphon is carried across the Severn, between Upper Arley and Bewdley, by a bridge with a single span of 150 feet, with a headway of 32 feet.

The contract for the short length between Hagley and Frankley was not let until 1899. It includes half-a-mile of syphon, the Horsepool tunnel (three furlongs), and the Frankley tunnel (seven furlongs).

The contract for steel pipes noted above was afterwards extended, by the addition of pipes of irregular shape, to £141,808. Thus the total of the contracts for the aqueduct is £2,084,414. The gradient of the tunnels and cut-and-cover conduit is 1 in 4,000, except in the Knighton and Dolau tunnels, where it is 1 in 3,016. The average gradient of the syphons varies from 1 in 1,760 to one in 1,600.

Frankley
Reservoir.

The works included in the Frankley contract include a short length of aqueduct, the Frankley Reservoir, eighteen filters, the Pure Water Tank, three gravitation mains to the boundary of the Corporation land, a pumping station, the rising main to Warley as far as the boundary and the rising main to Northfield, the Northfield Reservoir, and a gravitation main from the Northfield

Reservoir to the boundary. This contract was taken in 1897, with four years allowed for completion.

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Contract No. 15 was taken in 1899, with two years for execution. It included the Warley Reservoir of 1,250,000 gallons, and 14½ miles of pipes.*

The yearly expenditure on capital account under the Act of 1892 is exhibited in the following table.

YEAR.	EXPENDITURE DURING YEAR.		Total Expenditure to end of year.	Loans and Mortgages appropriated during year.
	Elan Supply.	Local Works (less depreciation).		
	£	£	£	£
1892-3.....	112,402	—	112,402	150,000
1893-4.....	237,964	—	350,366	150,000
1894-5.....	149,184	2,228	501,788	250,000
1895-6.....	186,850	8,739	697,367	100,000
1896-7.....	255,921	12,601	965,889	450,000
1897-8.....	366,727	26,857	1,359,473	135,000
1898-9.....	515,700	17,579	1,892,752	763,000
1899-1900	707,494	6,662	2,606,908	602,000
Total.....	£2,582,242	£74,666	£2,606,908	£2,600,000
By Treasurer of the City, March 31st, 1900.....				6,908
Total				2,606,908

The outstanding debt on March 31st, 1900, amounted to £2,584,143.

* The last of the three Birmingham Contracts (No. 17) was not let until the year 1901. It was for distribution mains in the City, and was taken by John Aird and Sons for £172,190. Subsidiary Contracts, taken after the end of 1899, were (16) Pumping Machinery at Frankley £13,606 (Glenfield and Kennedy), and (18) Filtering Materials for Frankley £84,137 (Abram Kellett).

III.—GENERAL HISTORY OF THE DEPARTMENT FROM 1892 TO 1899.

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Revision of
Water
Rents.

Immediately after the passing of the Act of 1892 the Water Committee proceeded to furnish themselves with the additional revenue required to provide for the expenditure to be incurred under the Act by a revision of the scale of Water Rents. The revised charges were submitted to the Council and approved on the 3rd of January, 1893. The following tables exhibit a comparison of the charges made for domestic supply, according to the rental of houses, (a) according to the schedule of July, 1886, (b) according to the scale of 1893, and (c) according to the maximum scale determined by the earlier Acts, and left unchanged by the Act of 1892. The 1886 Schedule deviates only slightly from the scales sanctioned in March, 1883, and March, 1884 (see ii., 440). The alterations made in 1886 had been necessary to bring the scale into accordance with a judgment of the Queen's Bench (March 10th, 1885), confirming decisions of the Birmingham Stipendiary Magistrate. The tables cover the whole of what is called the General Water Rental, that is, the rental charged to owners or occupiers of houses whose net or rateable value is under £50 a year.

TABLE I.—WATER RENTS PAID BY LANDLORDS OR OWNERS.

Weekly Rents.		1886 Scale.	1893 Scale.			Parliamentary Scale.		
s. d.	s. d.	s. d.	£	s.	d.	£	s.	d.
2 9		6 0	0	6	0	0	6	0
3 6		6 0	0	8	0	0	8	0
3 9 to 4 3		8 0	0	8	0	0	8	0
4 6 to 5 0		8 0	0	10	0	0	10	4
5 3 to 5 9		10 0	0	10	0	0	10	4
6 0 to 6 6		10 0	0	15	0	0	16	9
6 9		12 0	0	16	6	0	16	9
7 0 to 8 0		14 0	0	16	6	0	16	9
8 3 to 8 9		16 0	1	0	0	1	4	0
9 0 to 9 6		18 0	1	0	0	1	4	0
9 9 to 10 0		18 0	1	2	0	1	11	0

The above is applicable to houses let at a weekly rent, the landlord paying rates and taxes.

TABLE II.—WATER RENTS PAID BY OCCUPIERS OR TENANTS.

Weekly Rents.		1883 Scale.			1893 Scale.			Parliamentary Scale.		
s. d.	s. d.	£	s.	d.	£	s.	d.	£	s.	d.
5 9	to 6 9	0	16	0	1	4	0	1	4	0
7 0	to 7 9	1	0	0	1	7	0	1	11	0
8 0	to 9 0	1	4	0	1	10	0	1	11	0
9 3	to 10 0	1	4	0	1	18	0	2	4	6
Annual Rents.										
£30		1	10	0	1	18	0	2	4	6
£35		1	12	0	2	5	0	2	9	6
£40		1	18	0	2	12	0	2	14	0
£50		2	6	0	2	17	0	2	17	0
£60		2	10	0	3	0	0	3	0	0

It will be observed that the augmentation of the old charges varied from nothing to fifty per cent. The scale was calculated to produce a general increase of twenty per cent. in the revenue of the department; but in certain classes of houses the water rental was already too close to the parliamentary maximum to allow a twenty per cent. addition. It was therefore necessary to make a disproportionately large addition in cases where the charge had hitherto fallen much below the maximum.

For houses rated at more than £50 the water-rent was raised from five to six per cent. of the rateable value, an increase of twenty per cent. This is the maximum charge permitted by the Acts. An increase calculated to yield an additional twenty per cent. was also made in the charges for supplies for other than domestic purposes, with the following exceptions. Public houses and retail breweries had received no benefit from the revision of 1883; no additional charge was therefore imposed on them. The rental for supplies to retail shops and offices was increased by ten per cent., and that for open trade supplies by thirty-three per cent. to tenants or twenty-five per cent. to landlords.

The expected increase of revenue in respect of the several classes of supplies was as follows.

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	£
From Supplies to Houses rated at £50 or less.....	16,179
" " to Houses rated above £50	2,000
" " to Railway Companies and Public Authorities	918
" " to Police Stations, Yards, Stables, etc.	115
" " for Trade purposes, by meter	6,000
" " for Trade purposes, open	3,390
" " to Retail Shops, Offices, etc.	750
	<u>£29,342</u>

This total was larger by £1,342 than the less exact estimate, based on an earlier and smaller rental, that had been put in evidence before the parliamentary committees. But the promise that the reimposed charges should be less than the earlier remissions was fulfilled; for if the rentals charged before 1881 had been restored, the increase of revenue would have been £35,843.

Difficulties
of the
Department.

The difficulties encountered by the Water Committee during the period now under review have been great beyond all precedent. The adoption of the Welsh Water Scheme has, for the time that must elapse before its completion, multiplied the anxieties which it is designed to remove. The pressure on the resources of the Department has been more severe than ever. In the dry summer of 1896, for instance, during six weeks in May and June, the daily consumption of water was nineteen millions of gallons, while the streams and wells were yielding only seventeen. To meet the increasing demand some extension of the works has been necessary; yet it was felt that only the severest exigency could justify expenditure on works that will be wholly disused as soon as the Elan water is running through the mains. Every such outlay must add to the already large burden of unproductive capital that will be carried by the new undertaking. The expectation of the Elan supply has also created difficulty when vacancies have occurred in the engineering staff; for the technical qualifications that fit a man to take charge of a pumping system are not the same as those required in the engineer of a gravitation supply. It has required constant vigilance and ingenuity to extort from the old waterworks a supply barely equal to the demand, and also to keep the demand within the maximum limit of supply. It has been a period of makeshifts and temporary expedients. The Committee, said one of its members, was "not conducting a Water Department in the ordinary sense, but keeping on its legs an almost worn-out system."

These embarrassments were increased by an unfortunate succession of droughts, frosts, and accidents. During the drought of 1893 the yield of the streams was more scanty than it had ever been before; and, although the supply from the wells, which depend almost entirely on the winter rainfall, was not seriously affected, it became necessary to reduce street-watering by one-half. In the following winter, for the first time since the acquisition of the Waterworks, there was a serious breakdown of the supply. The 30-inch main at Aston burst on the 4th of January, and the 36-inch main from Whitacre to Plant's Brook three days later. The cause of the first accident was a blown-out joint, and that of the second a flaw in the body of a pipe. Although each of the mains was repaired within twenty-four hours of the accident, the supply to the higher and middle districts was suspended for some days. At the time of the accidents two of the pumping engines at Aston were simultaneously under repair, and there was not sufficient power available to overtake the arrears of supply to the reservoirs in Hagley Road and Monument Road. The attempt to supply the districts from which water was cut off by means of carts was only partially successful. The Works Sub-Committee, after a prolonged investigation, presented a report in which they reprehended the "absence of adequate supervision by the head of the Department (at that time the Chief Engineer) over the subordinate officials."

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Section 2.

Droughts.

Breakdown of
Supply.

In the following winter there was a frost of almost unexampled severity, lasting from the middle of January to the end of February. The number of pipes fractured in the mains was 2,276; and the number of roads affected was 235, with a length of fifty-five miles, or about one-tenth of the whole system. There was no fracture of any main of more than six inches diameter. The expenditure immediately imposed upon the Department by this frost amounted to £4,265 for temporary supplies, and £4,626 for repairs of mains and meters. Two measures of precaution against the results of prolonged frost were adopted by the Committee in the light of this experience. A system of stand-pipes attached to hydrants was arranged for the purpose of temporary supply; and all the mains that had burst both in this frost and in former winters were relaid at a depth of three feet, measured from the ground level to the top of the sockets. This minimum depth has since been adopted in

The Great
Frost.

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Section 3.
—

Reorganisa-
tion.

laying all new mains. To complete this tale of inopportune misfortunes it must be added that much damage was done to the Shustoke and Plant's Brook Reservoirs by the great gale of March 24th, 1895.

To meet the exigencies of the new situation some important changes were made in the organisation of the Department. In 1893 Mr. Starkey, who had been secretary from the time of the acquisition, and had also been long in the service of the old Company, retired from office, and was succeeded by Mr. E. Antony Lees. This resignation was followed in July, 1894, by that of Mr. J. W. Gray, who had been engineer to the Waterworks for ten years under the Company and for nineteen years under the Corporation. The Committee, feeling that the question of the qualifications to be sought in Mr. Gray's successor required careful consideration, invited Mr. Mansergh and Mr. Henry Davey, of Westminster, a leading authority on water-pumping, to advise them. Mr. Mansergh and Mr. Davey were also asked to consider and report on the sufficiency of the pumping plant and of the existing sources of supply to carry the Department over the transitional period, and to suggest the best means of supplying any deficiency; and assistance was again sought from Professor Lapworth's knowledge of local geology. In the meantime Mr. Thomas Raynes and Mr. William Gray, who had been Mr. Gray's assistants, were appointed acting engineers. Mr. Mansergh recommended that no chief engineer should be appointed till the Welsh waterworks were completed; that the assistant engineers should take charge of the mains, reservoirs, filters, and distribution; that the superintendents at Aston, Whitacre, and Monument Lane should have independent charge of the pumping; and that Mr. Lees should be the chief local officer of the Department. It was also proposed that Mr. Davey should be appointed consulting engineer, at a salary of £200, receiving periodical reports from all the officials, and visiting the works at least six times a year. These suggestions were adopted by the Committee and, on the 21st of May, 1895, were approved by the Council, an amendment in favour of the immediate appointment of a successor to Mr. Gray being lost by forty votes to eighteen. The proposal of the Committee to raise Mr. Lees's salary from £600 to £800 was defeated by a small majority, but on being repeated in the following year was approved with little opposition. In making

the Secretary the chief officer of the Department the Committee was following a precedent set by the Gas Department, in which Mr. Edwin Smith had occupied a similar position with great advantage. The engineering arrangements were modified in December, 1896, after Mr. Raynes's appointment as engineer to the Johannesburg Water Company. It was then reported that a large economy of the cost of pumping had already been effected by improved methods suggested by Mr. Davey; and it was proposed that Mr. Davey should undertake the entire responsibility for the engineering, except for the Elan Supply works, at a salary of £600, which should include the expense of services rendered by his assistants and the commission upon the works that were being executed by him. This recommendation was approved by forty-nine votes to seven. These re-arrangements resulted in a saving of £1,000 annually on the score of salaries.

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Section 3.

A chief source of anxiety has been the possibility of the failure of the great main from Whitacre to Plant's Brook. This main, which has a diameter of thirty-six inches, carries all the water from the Shustoke and Whitacre Reservoirs. It can carry under pressure ten million gallons a day, or one half of the total supply. In ordinary circumstances it carries about seven millions. If the use of this main were suspended even for a short time by any accident there might be a very serious interruption of the supply. It has already been said that the duplication of the Whitacre main was one of the series of works projected in 1888. On the adoption of the Welsh scheme this proposal was abandoned. In 1893 it was resolved to lay, at a cost of £4,300, a new main from the Whitacre main to Erdington, enabling more use to be made of the Erdington Reservoir, and also of the Aston Reservoir, which can be fed by the overflow from Erdington. By this expedient the dangerous pressure on the Whitacre main was relieved to some extent. The question was, however, again raised in 1896 and referred to Mr. Davey. It was then estimated that to lay a duplicate main of the same calibre as far as Plant's Brook, whence there was already a double main to the City, would cost more than £30,000. There were two less costly suggestions which would partly meet the difficulty: (1) to complete a twenty-inch main from Whitacre to Forge Mills, of which 670 yards had already been laid, but had never been connected or tested under pressure,

The Whitacre
Main.

CHAP. XV.
Section 3.

or (2) to put down a second main twenty-four inches in diameter capable of carrying 5,000,000 gallons. The cost of the former would be £4,000, of the latter £18,785. It was ascertained on a careful calculation that, even if the Whitacre supply were cut off, the normal summer supply could be maintained for seven or even ten days, if a proper organisation were provided beforehand. In winter the difficulty would be great, and, if the hypothetical accident occurred, the whole district would probably have to be put on an intermittent supply. Having thus defined the risk, the Committee reported that, in view of the large cost of duplication, and considering that in a few years they would be entirely independent of the present sources, they were disposed still to be content with the existing appliances. To facilitate the repair of this main in case of a break-down duplicate castings were provided and kept in readiness; and arrangements were made to utilise the waters which had before been cut off in time of frost. On the 30th of September, 1898, there was a serious fracture of the main at Forge Mills, and the arrangements made for maintaining the supply, and for hastening repairs, were put to the test. The fracture was repaired and pumping resumed at Whitacre within forty-eight hours; and there was no diminution of supply or pressure.

New
Temporary
Sources.

In deciding to accept the risk involved in keeping the Whitacre main single, the Committee was partly influenced by the prospect of a new source of supply. In 1896 an arrangement was made at Aston by which the water from the condensers of the pumping engines, which had formerly run to waste, was pumped into the filter beds and made available for distribution. This added nearly a million gallons a day, at a cost, including two new water-power pumps, of about £950. After trying a boring at Shustoke, near the reservoir, without finding water, the Committee had recourse, in 1896, to a suggestion made by Mr. Lapworth in 1894. There was at Perry Barr an abandoned trial boring for coal, with a 16-feet shaft to a depth of 395 feet and a borehole to a total depth of 1,488. A conditional agreement was made with the landowner under which the Corporation put down temporary plant for a trial, with the option within a year (afterwards extended to eighteen months), of taking a seven years lease at a rental, for the water, land, and cottages on the site, of £780. The experiment did not fully answer expectations; but it was found that 500,000 gallons a day could

be obtained, and the lease was taken. The water was carried by a new 15-inch main to Witton; and continuous pumping began in June, 1898. The total cost of the works, including the main, was £10,518.

Another important work begun in 1896 was the improvement of the engine power at the Aston pumping station. In the report made by Mr. Mansergh and Mr. Davey after Mr. Gray's retirement, special attention had been called to the lack of a sufficient reserve of power at this station. An additional engine and pump, capable of dealing with three million gallons daily, were provided, and five high pressure Lancashire boilers were substituted for six low pressure boilers. As the exhaust steam from the high pressure boilers was sufficient to drive one pair of the old engines, it was calculated that the saving in fuel would cover the cost of writing down the capital outlay to a safe figure by the time when the arrival of the Elan water would throw the new engine out of use. This work was executed gradually, and was not reported as finished until the end of 1898. The total cost was £6,871. The same report announced the completion, at a cost of £614, of a weir designed to prevent the backwater of the river Cole from finding its way into the intake on the Blythe. In 1899 the pumping power at Monument Road pumping station, which supplies the upper parts of the area of distribution, was reinforced, at a cost of £1,338, with a new temporary steam pump.

Aston
Pumping
Station.

The capital expenditure on these works, though not large by comparison with the great extensions of former years, has caused a disproportionate increase of the expenditure of the department on revenue account, for it was thought prudent to write down the cost of all new works connected with the old supply at such a rate as to bring it to a moderate amount by the expected date of the arrival of the Welsh water. The depreciation of temporary works becomes an important item in the accounts from 1898 onwards. This should be remembered in any examination of the annual increase of expenditure shown in the financial tables appended to this chapter.

Capital
Outlay.

In 1899 the plant at the Dalton Street Hydraulic Power Station was increased by the addition of two engines and pumps at a cost of £2,653.

A house-to-house inspection was begun in February, 1895,

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Section 3.House-to-
House
Inspection.Economy of
Consumption.

and completed in the summer of 1897. The total number of premises inspected was 154,983. Many adjustments of the accounts according to the authorised scale were made, with the result of an increase of about £6,000 in the water rental. Another result of the inspection was the substitution in many cases of measured for open supplies for trade purposes. This substitution effected at once a saving of water and an increase of revenue. †

The augmentation of the supply of water obtained by the new works described above would have been quite insufficient to meet the demand if consumption had increased in the same ratio as in former years, or even in proportion to the growth of population. The necessary economy has been secured by the most diligent precautions against waste. It was reported in 1897 that in three years the consumption per day on domestic and other unmeasured supplies had been reduced by 2·16 gallons per head, or by one and a half million gallons in all. The effect of these precautions may be illustrated by comparing the ratio of increase of the supply with that of the total water rental, which must roughly correspond with the increase in the number of consumers. In the following statement the water rental is inserted only from the year in which the new scale of charges came into operation. The quantity of water is stated in millions of gallons: it will be observed that in seven years the distribution increased by ten per cent. only, while the rental increased by thirty-one per cent.

YEAR.	Total Quantity Pumped.	Total Quantity Distributed.	Daily Average Distribution.	Water Rental.
				£
1890-1.....	9,183	6,141	16·82	—
1891-2.....	9,474	6,003	16·44	—
1892-3.....	9,402	6,111*	16·471	—
1893-4.....	9,642	5,996	16·427	175,917
1894-5.....	8,903	5,814	15·972	179,370
1895-6.....	8,875	5,794	15·917	187,558
1896-7.....	9,504	5,971*	16·094	199,904
1897-8.....	10,286	5,889	16·178	211,921
1898-9.....	10,633	6,265	17·213	221,587
1899-1900.....	11,275	6,639	18·239	230,987

* 53 Weeks.

† Where water is used for trade purposes the Corporation may insist upon, or the consumer may demand, a measured supply.

The system of insuring water fittings, adopted as an experiment in 1882 and permanently in 1884 (see ii., 430, 445), was abandoned early in the year 1893. Under this system the Department undertook to keep the fittings in repair for a fixed annual sum, equal to about five per cent. on the water rent. The object of the system was not to make a profit, but to save waste by ensuring good fittings. The reasons assigned for its abolition were: (1) that the object in view was partly secured by bye-laws adopted in 1887, under which all new fittings were tested and stamped by the Department; (2) that the better organisation of the plumbing trade in the City had resulted in more efficient workmanship; (3) that since 1891 the Department had ceased to undertake plumbing work, and were paying outside plumbers to do work for the insurers; and (4) that the scheme no longer paid its way in consequence of a rise in prices.

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Section 3.

Insurance of
Fittings
Abandoned.

In October, 1895, the hours and wages of the engine-drivers and stokers at the pumping stations were again revised. Three eight-hour shifts were substituted for the two twelve-hour shifts; the holidays allowed were reduced from twelve days without stoppage of pay to six in the year; and the wages of drivers were lowered from 5s. a day to 4s. 6d., and of stokers from 4s. 2d. to 4s., with time-and-a-half on Sundays. The estimated annual cost of these changes was £1,700.

Hours and
Wages.

An important question was raised in 1899 by an application from the South Staffordshire Waterworks Company to open negotiations for the purchase of part of the waterworks after the arrival of the Elan supply. The application was refused. The Committee reported to the Council (December 5th, 1899), that, after making a careful forecast of the probable future demand, they had concluded that it would be desirable to retain, as an emergency supply, that part of the existing works that yielded water of satisfactory quality. The retention of these works would probably enable the Corporation to postpone for some years the provision of the third pipe of the aqueduct; and the cost of maintaining the old works would be very much less than the annual charge imposed by each additional pipe.

Decision to
Retain
the old
Waterworks.

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Section 4.

IV.—FINANCIAL TABLES.

The following table shows the income, from year to year, of the Water Department, and the financial result of each year's operations.

YEAR	Water Rents.	Total Income.	Profit of Year.	Loss of Year.	Accumulated Loss.
	£	£	£	£	£
1885	115,704	117,533	—	7,643	12,640
1886	117,959	120,148	—	5,468	18,109
1887	120,985	122,977	—	2,090	20,129
1888	124,659	126,247	106	—	20,023
1889	128,854	130,662	2,878	—	17,145
Jan.-March					
1890 ..	32,432	32,933	1,909	—	15,236
1890-1	135,135	136,964	936	—	14,299
1891-2	140,248	141,656	3,612	—	10,687
1892-3	143,183	144,541	4,092	—	6,595
1893-4	175,917	178,116	26,923	—	—
1894-5	179,370	181,220	12,226	—	—
1895-6	187,558	189,870	17,718	—	—
1896-7	199,904	202,059	25,812	—	—
1897-8	211,921	213,779	28,654	—	—
1898-9	221,587	224,922	15,409	—	—
1899-1900...	230,987	233,843	—	6,479	—

The
Special
Fund.

At the end of the financial year 1893-4 the Special Water Fund, authorised by section 70 of the Act of 1892 (see the abstract of the Act above) was started with a credit of £20,328, being the difference between £26,923, the profit of the year, and £6,595, the adverse balance at the end of the previous year. The profits of all following years were carried to the Special Fund. On the 31st of March, 1900, the Special Fund, with accumulations of interest, stood at £124,975.

Revenue.

The sources of revenue of the Department are shown in the following analysis of the Credit side of the Revenue Account for the financial year ending March 31st, 1900.

	£
Water Rents	230,986 18 11
Profit on service laying, including £527 17s. 11d. in respect of testing water fittings	1,482 4 7
Rents of land and cottages and profit on farming	572 7 1
Profit on hydraulic power supplies	19 12 0
Fishing subscriptions and tickets	171 18 0
Transfer fees	21 2 6
Contributions for superannuation	588 7 3
	<u>£233,842 10 4</u>

The expenditure charged to the same account was :

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Maintenance of works and distribution of water	69,830	3	6
Management	17,780	12	0
	87,610	15	6
Balance carried to Profit and Loss Account ...	146,231	14	10
	<u>£233,842</u>	<u>10</u>	<u>4</u>

Expenditure.

One item of income, the rents from the Welsh property, does not appear in the Revenue Account, but in the Profit and Loss Account. It has therefore not been included under the head of Income in the table. The following summary of the Profit and Loss Account for the year 1899-1900 shows how the loss recorded in the Table for that year accrued. There is a separate account for the Hydraulic Power Supply, and therefore a deduction is made in the Profit and Loss Account in respect of that part of the capital charges which represents interest and sinking-fund on the capital cost of the Hydraulic Installation.

Profit and
Loss
Account.

<i>Dr.</i>	£	s.	d.
Annuities.....	53,019	11	6
Interest under Acts 1875 and 1879	24,255	17	10
Interest under Act 1892 ..	60,507	3	0
Sinking Fund, Interest and Instalments	13,504	12	5
Bank Interest.....	4,026	7	5
	<u>£155,313</u>	<u>7</u>	<u>5</u>
<i>Cr.</i>	£	s.	d.
Balance of Revenue Account	146,231	14	10
Rents of Lands on Elan Watershed and Aqueduct.....	1,435	8	10
Hydraulic Power Capital Charges	925	0	11
Interest on Sinking Fund Investment	241	13	4
Balance (Loss transferred to Special Fund) ...	6,479	9	6
	<u>£155,313</u>	<u>7</u>	<u>5</u>

The total revenue and total expenditure of the Department for the twenty-four years and three months from the first of January, 1876. to the 31st of March, 1900, is shown in the following statement.

Totals of
Revenue and
Expenditure.

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REVENUE.		£
Water Rents		3,452,990
Supplies for Building Purposes.....		8,820
Service Laying		29,556
Testing Fittings		2,313
Farming, Rents of Land, etc.		13,654
Profit on Hydraulic Power Supplies ...		20
Fishing Subscriptions and Tickets		3,591
Transfer Fees.....		391
Contributions for Superannuation (1897 Scheme)		1,166
Total Revenue		£3,512,501
EXPENDITURE.		£
Working Expenses		1,234,845
Capital Charges under Acts, 1875 and 1879		1,918,059
Capital Charges under Act 1892.....		197,010
Total Expenditure		3,349,914
Total Profit		162,587
		£3,512,501

Capital
Expenditure.

A summary of the Capital Outlay under the Act of 1892 has already been given. The following table includes only Capital Expenditure under the earlier Acts.†

FINANCIAL YEAR.	Extension of Works during Year.	Total Capital Outlay to end of Year.	Outstanding Debt at end of Year.
	£	£	£
1885	11,885	1,971,714	1,958,927
1886	13,684	1,986,432	1,970,771
1887	12,157	1,998,584	1,979,912
1888	11,693	2,010,325	1,988,481
1889	15,325	2,024,964	1,999,782
Jan.-Mar.			
1890	2,482	2,027,748	2,002,566
1890-1	14,674	2,043,911	2,014,853
1891-2	29,488	2,070,720*	2,037,028
1892-3	15,072	2,085,670	2,046,359
1893-4	8,127	2,093,537	2,048,193
1894-5	4,322	2,097,860	2,046,257
1895-6	—	2,097,860	2,039,763
1896-7	—	2,097,860	2,030,965
1897-8	—	2,097,860	2,024,030
1898-9	—	2,097,860	2,016,835
1899-1900.....	—	2,097,860	2,003,966

* Capital Account reduced by a credit of £2,586 for land sold.

† It may be noticed that in this table, the return of capital expenditure on extensions in any year, is sometimes greater and sometimes less than the difference between the total capital outlay at the end and at the beginning of the year. The apparent discrepancy is due to fluctuations in the stock-in-hand of pipes, etc. The return in the first column includes the value of pipes drawn from stock and used during the year. The return in the second column includes the cost of pipes added to stock during the year.

The following table summarises the Capital Expenditure under several headings from the first acquisition of the Water Undertaking.

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YEAR	MAINS.		Works and Buildings less Depreciation.	Meters, less Depreciation.	Eran Supply.	Totals for Year.	Total to Date.
	Length in Miles.	Cost.					
At Dec. 31, 1875 ...	252.448	£ —	£ —	£ —	£ —	£ —	£ 1,528,128
Jan. 1, 1876 to 31 Mar. 1890 ...	222.750	204,354	297,668	-434†	—	501,588	2,024,711
To 31 Mar. 1891 ...	8.750	7,409	6,793	472	—	14,674	2,039,385
1892 ...	16.750	13,070	15,859	558	11,569	38,491	2,077,876
			-2,565†				
1893 ...	9.500	8,623	10,521	218	100,838	120,195	2,198,071
1894 ...	14.000	5,163	1,967	998	237,964	245,832	2,443,903
			-260†				
1895 ...	7.950	4,342	1,652	556	149,184	155,734	2,599,637
1896 ...	11.170	5,783	2,124	832	186,851	195,590	2,795,227
1897 ...	17.260	7,836	3,372	1,393	255,921	268,522	3,063,749
1898 ...	22.489	16,333	9,468	1,256	366,727	393,584	3,457,333
			-200*				
1899 ...	17.125	14,169	6,295	391	515,699	533,279	3,990,612
		-1,000*	-2,275*				
1900 ...	17.910	7,571	3,271	220	707,493	714,155	4,704,767
		-1,150*	-3,250*				
	618.102	292,503	350,440	6,460	2,532,241	3,181,644	

* Depreciation of Temporary Mains and Works. † Sale of Land.

‡ Depreciation exceeds Purchases.

CHAPTER XVI.

THE IMPROVEMENT SCHEME AND THE HOUSING OF
THE WORKING CLASSES.*Chairmen of the Improvement Committee.*

1885-1886.—RICHARD CHAMBERLAIN.

1886-1899.—GEORGE BAKER.

CHAP. XVI.
—
Preliminary.

THE work of the Improvement Committee has two branches which admit of a separate treatment. They have had in charge the management and development of the great freehold estate purchased by the Corporation under the Artisans' Dwellings Act of 1875, and they have also been responsible for the initiation of projects for the improvement of dwelling houses both under that Act and under the new powers conferred on the Corporation by Part I. of the Housing of the Working Classes Act, 1890.

The plan of the Improvement Scheme and the general principles that have guided its development had been fully determined before the date at which this part of the history begins, and are sufficiently described in the second volume of this work. The chief interest of the scheme during the period now under review lies in its financial history. It therefore appears proper, departing from the order adopted in other chapters, to begin by asking the attention of the reader to statistical tables in which the annual accounts of the estate are summarised, and then to proceed to an explanation of the methods adopted by the Corporation to meet

the financial exigencies of the Improvement Fund. In the second section of the chapter some points of interest in the general history of the Scheme will be noticed. The dealings of the Improvement Committee and the Corporation with the Housing Question will be treated separately in a third section.

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Section 1.

I.—FINANCIAL PROGRESS OF THE IMPROVEMENT SCHEME.

Before studying the financial tables the reader must be reminded that the cost of the scheme to the City was roughly estimated by its projectors at £500,000 ; that is, it was anticipated that this sum would represent the difference between the cost of the estate and its value as an investment. According to the same calculation, it was expected that, during the sixty years of the currency of the loans, the excess of outgoings on account of interest, repayment, and management, or the annual deficit to be made good out of the rates, would be about £20,000. This was the price which the Council considered it proper to pay, and to impose on coming generations, for the benefit of new and wider thoroughfares, and for other advantages, sanitary and aesthetic, not easily estimable in terms of money. Special interest therefore attaches to the column headed "Municipal Income," which shows the contributions made year by year from the Borough Fund. It will be observed that for eight years this contribution exceeded the original estimate of £20,000, but that subsequently it fell considerably below the estimate. This observation at once indicates the general character of the history of the scheme. In the earlier years of the period its progress was seriously retarded by a certain stagnation of trade and enterprise ; the leases were not taken up as rapidly as had been hoped ; and it was necessary to provide by an increase of the subsidy against the possibility that the anticipations of 1875 would be permanently disappointed. But before the end of the period those hopes had been more than satisfied, and any fear of bequeathing to posterity a *damnosa hereditas* had been dissipated.

Original
Estimated
Cost to the
Rates.

The first table summarises the annual revenue accounts. In the last two years the total income does not exactly tally with

Revenue
Account.

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Section 1.Capital
Account.

the sum of the rents and the municipal income: the difference represents contributions under the Superannuation Scheme of 1897.

The second table exhibits the state of the capital account at the end of each financial year. The first column shows the accumulated deficiency on revenue account. For the years 1885 to 1890-1 this deficit is not included in the total capital outlay, but it is included in the outstanding debt. Hence for several years the debt is larger than the capital expenditure as shown in the tables. In 1892, as appears from the first table, this deficit was reduced by a small surplus on the year's revenue account. The amount, £117,011, at which the deficit stood on March 31st, 1892, was permanently transferred to capital account, and is included in the amount returned in the second column in that and all subsequent years. Since that date the balances shown in the first table have been carried forward to revenue account.

FINANCIAL YEAR.	Municipal Income.	Rents.	Total Income.	Repayment of Loans.	Expenditure, including Interest and Repayment.	Deficiency.	Surplus.
	£	£	£	£	£	£	£
1885	20,000	36,081	56,081	9,981	71,164	15,083	—
1886	20,000	37,141	57,141	10,359	71,986	14,845	—
1887	25,000	38,681	63,681	10,723	72,175	8,494	—
1888 ..	25,000	43,672	68,671	11,176	74,379	5,708	—
1889	25,000	46,950	71,950	11,625	75,672	3,721	—
Jan.-Mar.							
1890	8,250	11,792	15,042	—	16,650	1,607	—
1890-1	25,000	47,503	72,503	12,035	75,480	2,978	—
1891-2	25,000	51,487	76,487	12,509	75,131	—	1,356
1892-3	23,050	54,294	77,344	13,087	76,675	—	669
1893-4	21,700	55,183	76,883	13,476	76,285	—	598
1894-5 ..	20,500	55,104	75,604	14,000	76,161	557	—
1895-6 ..	20,000	55,877	75,877	14,498	75,618	—	259
1896-7 ..	19,500	57,023	76,523	15,047	75,604	—	919
1897-8 ..	18,000	58,462	76,462	15,575	76,008	—	454
1898-9 ..	17,000	60,074	77,099	16,123	75,825	—	1,274
1899-1900 ..	15,000	60,866	75,895	16,691	75,855	—	40

DATE.	Accumulated Deficiency.	Total Capital Outlay.	Outstanding Debt.
December 31st,	£	£	£
1885	81,018	1,520,568	1,460,499
1886	95,858	1,532,247	1,462,010
1887	104,353	1,540,517	1,564,105
1888	110,061	1,544,679	1,562,337
1889	113,782	1,543,935	1,544,151
March 31st,			
1890	115,390	1,544,074	1,555,897
1891	118,367	1,544,030	1,550,797
1892	117,011	1,673,462	1,542,388
1893	—	1,681,951	1,534,419
1894	—	1,682,799	1,521,791
1895	—	1,684,007	1,508,998
1896	—	1,690,716	1,500,957
1897	—	1,691,960	1,485,558
1898	—	1,692,130	1,470,153
1899	—	1,698,418	1,459,613
1900	—	1,703,939	1,447,744

The capital expenditure includes two items charged to the Improvement Fund, but not strictly belonging to the Improvement Scheme,—the capital raised for the erection of dwellings on the Improvement area, and for the Milk Street project, described below, on land outside the area. The latter if not the former of these items should be deducted in any comparison of the actual with the estimated cost of the Scheme.

The statement given on p. 499 of vol. ii. may be resumed and continued as follows :

Capital
Expenditure
to the end of
the Period.

PROPERTY PURCHASED:	£	£
Freehold	1,220,748	
Leasehold.....	219,055	
		1,439,803
Other Expenditure on Capital Account, less Receipts on Capital Account, to December 31st, 1884		79,622
Expenditure on Capital Account less Receipts, to March 31st, 1900.....		38,984
Artisans' Dwellings Capital		18,000
Milk Street Scheme		10,519
Accumulated Deficit on Revenue Account transferred to Capital, March 31st, 1892		117,011
		1,703,939
Repayments		256,195
Debt outstanding, March 31st, 1900		<u>£1,447,744</u>

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The state of the Capital Account on March 31st, 1900, is given as follows in the Blue-book for 1899-1900 (Table E, pp. 430-1):

	£	s.	d.
Loans and Corporation Stock negotiated	1,699,000	0	0
Expenditure on Capital Account in excess of Loans and Stock negotiated.....	4,939	8	0
	<u>£1,703,939</u>	<u>8</u>	<u>0</u>
Loans repaid out of Sinking Fund and Corpo- ration Stock cancelled	76,505	2	4
Balance in hand, Loans Fund.....	179,689	17	9
	<u>256,195</u>	<u>0</u>	<u>1</u>
Balance of Capital Expenditure remaining to be provided for	1,447,744	7	11
	<u>£1,703,939</u>	<u>8</u>	<u>0</u>

Deficiency
in 1885
and 1886.

The first table shows that in the years 1885 and 1886, as in some earlier years, the deficiency on revenue account exceeded the amount that had been provided during the year for repayment. Thus the transactions of the year resulted in an addition to the debt without any corresponding addition to the assets. This apparently unsound finance had been held to be justified by the following consideration. In 1882 Corporation Street was completed as far as Aston Street. The original intention had been to open up the street gradually according to the immediate prospect of letting the land. When it was decided to open up the street at once it was expected that its premature completion, while entailing an immediate loss, would be ultimately advantageous, as the land would let more readily and at higher rentals if the thoroughfare were complete. It was therefore considered proper to charge to capital the additional annual loss over the £20,000, treating the advantage of the early opening of the street as a substantial asset. On this point, however, a difference of opinion arose in 1886 between the Chairman and the majority of the Committee. Alderman Chamberlain was of opinion that some limit should be set to the valuation of this asset, and that that limit had been reached; if then the capital debt were still further increased by the accumulation of deficits on revenue account the Corporation would be "eating up the scheme with the charge for borrowed

CHAP. XVI.
Section 1.

money." He therefore wished to ask the Council to vote such an increase of the usual annual subsidy of £25,000 as would cover the net deficit of the year,—that is, the gross deficit less the payment to sinking fund. The Committee having asked for £20,000 only, Alderman Chamberlain, on February 16th, 1886, moved to substitute £35,736 for £20,000 in the instruction to the Finance Committee. "I am in favour," he said, "of the old-fashioned way of paying a debt as we go on, not accumulating debts for which we have no assets to show." On the other hand it was argued by Alderman Cook and Alderman Baker that in the depressed state of trade the ratepayers were unable to bear the proposed additional burden; that there was an understanding that the Council should not be called upon to provide more than £20,000 in any year; and that if this "original compact" were tampered with by raising the subsidy, a cry to reduce it below the £20,000 might be raised at the November elections. The Chairman of the Finance Committee, Alderman Powell Williams, added that an annual grant of £20,000 for sixty years would provide not only the sinking fund for the original capital but for the gradual additions; that the finance of the scheme was thoroughly sound; and that at the worst the value of the estate must greatly exceed the debt left to posterity. These considerations prevailed; and the amendment was rejected by forty-four votes to eight.

First
Proposal to
Increase the
Subsidy.

At the same meeting of the Council the Committee asked and obtained authority to apply to the Local Government Board for leave to borrow a further sum of £100,000 in addition to the £1,600,000 already sanctioned and raised. The recommendation was approved by a majority of thirty-five votes to nine, two members of the Committee, Aldermen Chamberlain and Baker, with six other members of the Council, not voting. The application was made, but was not immediately successful. The purpose of the proposed loan was in part to meet deficiencies on revenue account that had already accrued or were expected to accrue until the year 1893, when it was hoped that these annual losses would cease. The legal advisers of the Local Government Board ruled that there was no power to sanction a loan for such a purpose. A prolonged correspondence ensued between the Town Clerk and the Board. It was contended on the part of the Corporation, (1) that the Artisans' Dwellings Act empowered Corporations to embark on

Additional
Loan.

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Section 1.
—

a speculation in land; that in the earlier years of such a speculation there must inevitably be deficiencies; and that therefore the case newly raised by the Act was a reasonable exception to the general rules governing municipal loans; and (2) that in fact the Act had provided for this contingency, and had expressly given power to borrow, with the sanction of the Local Government Board, for the purpose in question. The Legal Adviser of the Board remained unconvinced by the Town Clerk's reasoning. The Corporation then submitted the correspondence to Sir Henry James (now Lord James of Hereford) and to Mr. R. S. Wright (now Mr. Justice Wright). When the Board was informed that the opinion of these eminent Counsel supported the contention of the Town Clerk, they submitted the case to the Attorney and Solicitor General, and were advised that they had power to sanction the loan. This power was of course discretionary; but ultimately the sanction was granted on the understanding that no further application for borrowing powers could be entertained.

The following loans were raised under this sanction.

1887.—December 31st..... £50,000.

1888.—December 31st..... 10,000.

Increase
of the
Annual
Subsidy.

In their annual report for the year following the rejection of Alderman Chamberlain's proposal, the Committee reluctantly advised the Council that it was expedient to augment the annual contribution. "Owing," they said in their Report, "to the long-continued depression of trade and to various other causes the annual deficits have been very much greater than was originally contemplated. The sum which has accumulated under this head now amounts to £95,858, the charges in respect of which form a heavy additional burden on the Scheme, and tend seriously to retard the rapid reduction which would otherwise be taking place in the amount of the annual loss." They repeated the observation that there was no real necessity for a sinking fund on freehold property with an increasing annual value, but that the Corporation was compelled to provide such a fund by the requirements of the Local Government Board. A calculation was submitted and is here reproduced, showing the estimated result of taking £25,000 instead of £20,000 from the rates annually until the year 1894. The figures at the top of the columns represent the actual deficiency on revenue account to December 31st, 1886, and the loans already repaid to that date.

YEAR.	ESTIMATED DEFICIENCY ON REVENUE ACCOUNT.		Loans to be repaid from Revenue.
	If £20,000 is taken.	If £25,000 is taken.	
	£	£	£
1887	95,858	95,858	70,237
1888	14,880	9,805	10,527
1889	12,500	7,218	10,899
1890	10,500	5,004	11,285
1891	9,000	3,281	11,682
1892	7,800	1,849	12,095
1893	7,200	1,007	12,521
1894	6,800	355	12,963
	6,500	nil	13,420
	£171,038	£124,377	£165,629

The point of the calculation is that with the larger subsidy the deficiency would rapidly fall below the amount of the debt cleared off, leaving no capital debt uncovered by assets; but that this result could not be achieved on the old conditions. If the estimate is compared with the financial table given above, it will be seen that the Committee erred, if at all, on the side of caution; for in every particular the actual financial results have been more favourable than the anticipation. There was, in short, a more rapid revival of commercial prosperity than it would have been safe to assume in providing for the future.

In submitting this recommendation to the Council Mr. Alderman Baker, who had recently succeeded Alderman Chamberlain in the chairmanship of the Committee, remarked that if the £20,000 had been credited to the fund from the first there would have been no necessity for the enlarged contribution. The recommendation was unanimously approved by the Council.

In February, 1888, an important alteration in the Loan Account was reported. The amount of £467,988 had been repaid to the Public Works Loan Commissioners and other creditors, and Corporation Three-per cent. Stock substituted. This change saved about £550 annually in interest, and removed the necessity of annually re-borrowing the difference between the sum required by the Commissioners to repay their loans in thirty years and the amount required to be set aside to repay the whole of the loans in the sixty years fixed by the Local Government Board.

Substitution
of Stock
for Com-
missioners'
Loan.

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Section 1.Fire
Insurance.

In the following year the Committee reported that, having paid £2,173 to Fire Insurance Companies in thirteen years, and having received only £270, they proposed, with the approval of the Council, to discontinue all insurances, and to credit the amount of future annual premiums, estimated at £150, to an Insurance Fund of their own. On the 31st of March, 1900, the credit balance of this fund stood at £1,500.

On the 3rd of May, 1892, the Committee had the satisfaction of reporting for the first time in the history of the Scheme that there was a surplus of income over expenditure, after taking credit for the £25,000 received from the rates.

Reduction
of the
Subsidy.

The same contribution was granted for the coming year, but its amount was subsequently reduced to £23,050 for the following reason. When the consent of the Local Government Board was obtained to the appropriation of a site for the Assize Courts, they suggested that the Improvement Fund should be recouped for the value of the land. This suggestion they repeated in consenting to the appropriation of the adjoining site for the Police Office. The Finance Committee called the attention of the General Purposes and Watch Committees to this recommendation, and it was agreed that the former Committee should pay a rental of 5s. 6d. a yard, or £1,650 annually, for the 6,000 yards occupied by the Victoria Courts, and that the Watch Committee should pay £300 annually, or about 10s. a yard, for the site of the Police Office. It was therefore resolved, on the 3rd of January, 1893, to instruct the City Treasurer to credit the Improvement Fund with £1,950 annually until the year 1942, when the repayment of loans for the land would be completed.

Financial
Success
of the
Scheme.

From this point there is nothing of importance to be added to the information supplied by the financial tables. The earlier difficulties of the Scheme had been fairly encountered and overcome and the Committee after a long period of anxiety found itself navigating in untroubled waters. Their work rapidly became less arduous until it appeared no longer imperative to keep one Committee wholly employed in the management of the Improvement Fund and estate. It was therefore determined to entrust to one Committee the functions hitherto divided between the Estates and the Improvement Committees; and on the 9th of November, 1899, the Improvement Committee ceased to exist under that name.

II.—GENERAL HISTORY OF THE IMPROVEMENT SCHEME.

The progress of the work of letting on building leases the surplus lands acquired by the Corporation under the Improvement Scheme during the earlier years of the period is shown in the following table. The leases were granted for a term of 75 years. Where the ground rent was progressive the ultimate or maximum amount is counted.

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Section 2.

The
Building
Leases.

YEAR.	Leased during Year.	Leased to end of Year.	
	Yards.	Yards.	Rental. £
1884.....	—	30,220	22,274
1885.....	2,230	32,450	23,412
1886.....	2,170	34,620	25,998
1887.....	3,498	38,118	30,309
1888.....	1,847	39,965	30,799
1889.....	5,687	45,652	33,589
*1890-1.....	2,424	48,076	36,022
1891-2.....	5,479	53,555	36,696

* Fifteen months to March 31st, 1891.

The following returns are extracted from the reports of the Committee to show how the land purchased for the purposes of the scheme had been dealt with at different dates.

	1889. December.	1892. March.	1896. March.	1900. March.
	Yards.	Yards.	Yards.	Yards.
Let on Building Lease	45,652	53,555	56,762	72,190
Sold or Exchanged.....	17,237	17,237	17,562	17,712
Site of Courts and Police Offices	5,600	6,100	6,100	6,100
Sites of Artisans' Dwellings	2,100	8,888	9,166	9,166
Required for New Streets and widening old ones	39,810	40,000	40,045	40,474
Still occupied by rent-producing Property	90,478	77,194	73,535	66,394
Cleared for letting	17,222	15,130	14,946	6,080
	218,099	218,099	218,116	218,116

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Section 2.Martineau
Street.

By the end of the year 1899 only one plot of land in Corporation Street (450 yards at the corner of Steelhouse Lane), remained unlet. A lease of this site at a rental of 10s. a yard was granted in May, 1900.

There is only one important reconstruction of thoroughfares on the Improvement area to be recorded. Before the commencement of the period now under review Corporation Street had already been laid out from New Street to the junction of Steelhouse Lane, Lancaster Street, and Aston Street, that is, over about one-half of its projected length. There has been no further prolongation of this thoroughfare. In 1882 it had been decided to postpone the construction of the proposed new street leading from Corporation Street to the junction of High Street, Bull Street, and Dale End. The reasons for this postponement were that the construction would necessitate the purchase of two leases expiring in 1890 and 1893, and that the property to be demolished was yielding a handsome revenue which the Fund could not afford as yet to sacrifice. In February, 1886, however, the Committee asked and obtained instructions to construct the street without further delay. The revenue derived from the Corporation property in Union Passage across which the street would cut was rapidly diminishing in consequence of the diversion of traffic from that passage to Corporation Street. It was also hoped that the opening of the new thoroughfare would favourably affect the lettings in the New Street end of Corporation Street. In the following July the Committee reported that already four of the nine parcels of land with a frontage to the new street had been let at rentals of from 34s. 6d. to 28s. a yard. The opening of the new street involved an outlay of about £4,400 in alterations of the adjoining shops in Bull Street. In the autumn of 1886 the street was opened for traffic. The suggestion of the Committee that it should be named Martineau Street in honour of the Mayor was cordially approved by the Council.

Stafford
Street and
Steelhouse
Lane.

In 1891 the widening of the north end of Stafford Street, which had been long projected, was carried out. It cost the sacrifice of about £115 annually in net rent. The widening of Steelhouse Lane has been effected bit by bit by taking advantage of favourable opportunities. In 1888 the street was widened by the purchase of land in front of Ebenezer Chapel, and by the rebuilding of a

public house. In 1891 three projecting shops at the corner of Newton Street were removed for the same purpose, this clearance entailing the loss of £40 in annual rents. In 1897, after the opening of the new General Hospital in Steelhouse Lane, the line of the corner of Corporation Street and Steelhouse Lane was improved at the request of the Hospital by throwing 355 yards of land into the street. At the same time the Hospital gave up 370 yards on the opposite side of the lane. In 1897, shortly after this improvement, the Public Works Committee urged that the widening should be accelerated. It was calculated that the consequent loss to the Improvement Fund would be £7,417 in the next ensuing ten years. Towards this amount the Public Works Department contributed £2,750, and the Improvement Committee agreed to proceed with the widening as soon as possession could be obtained of the buildings.

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In 1895 Mr. A. H. Davis, who had been Manager of the Department for twelve years, resigned his office on being appointed agent to Lord Calthorpe. His successor, Mr. Peter Addie, resigned three years later to take up an appointment under the Corporation of Bristol, and was succeeded by Mr. James Tart, who had been chief clerk in the Department for fifteen years.

Managers
of the
Department.

III.—HOUSING OF THE WORKING CLASSES.

There is no question of municipal government that has given rise to such acute divergence of opinion in the City Council as the Housing Question. Although the discussions that have from time to time taken place upon projects, accepted or rejected, for the provision at the public risk of model dwellings, have turned, naturally and properly, upon the interpretation of the significance of the facts in evidence, or upon the mere details of the scheme of the moment, it is easy to discern that what has really rendered unanimity impossible has been a fundamental disagreement as to the extent and limits of municipal responsibility. There has been no general acceptance of guiding principles; for, in spite of the many striking practical achievements of the spirit of municipal progress by which the latter half of the nineteenth century is distinguished, we seem to be as far as ever from the possession

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Section 3.
—

The Housing
Question.

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Section 3.

of any acceptable philosophy of municipal duty. So far as the Housing Question is concerned, Parliament has contributed little or nothing to the settlement of elementary principles; it has conferred discretionary powers, but it has not defined responsibility. This book is historical merely, and in no sense critical; still less is it concerned with theories and fundamentals. But in the following narrative it will be necessary not only to describe what the Corporation has done, but to attempt some account of the reasons why it has not done more. When a project has been accepted, the reasons that prevailed in its favour are to be found in the report, carefully considered and well digested, that was submitted by the Committee responsible for the suggestion, and may be easily reproduced. The reasons that induced the Council to reject any proposal must be collected, more precariously, and at some risk of misinterpretation, from the reports of the debates. The difficulty of treating this question even historically is enhanced by the consideration that it is still a burning question, discussed with much vigour and not without animosity. Such discussions, it may be added, are always embarrassed by much of that rhetoric which engenders the sort of heat that does no work, and especially by otiose amplifications of the theme that somebody ought to do something.

The Artisans'
Dwellings
Enquiry
Committee.

It appears not to be fairly open to doubt that at the first initiation of the Improvement Scheme the Council had in mind, and was prepared to accept, the duty of providing by municipal enterprise improved dwellings for the artisans and labourers who were to be dishoused by the proposed clearances. The rebuilding projects that were adumbrated, however vaguely, in the speeches of the early advocates of the Scheme, were far more extensive than any that have as yet been taken in hand by the Corporation. The primary cause of this modification of the policy of 1875 is to be found in the Report presented in 1884 by the specially appointed Artisans' Dwellings Enquiry Committee. Of this report a sufficient summary has already been given in this book (vol. ii., pp. 500-506). Here it is only necessary to remind the reader of the three important findings of the Committee. In the first place, they reported that, in spite of the destruction of houses under the Improvement Scheme, there was no deficiency of accommodation, eight per cent. of houses rented from 2s. 6d. to 7s. a week being

found to be void. Secondly, they found that the evil of overcrowding did not exist to any appreciable extent in Birmingham. Thirdly, while making some recommendations for sanitary improvement which concerned the work of the Public Works and Health Committees rather than that of the Improvement Committee, they reported that "the dwelling-house accommodation in the several wards was, generally speaking, found to be in a fairly sanitary condition."

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In this Report—so unexpectedly reassuring, so strangely at variance with the representations by which the Council had been persuaded to embark upon the Improvement Scheme, yet based upon an enquiry of which it was impossible to impugn either the thoroughness or the impartiality,—the Improvement Committee might have found ample justification, if they had failed to offer any proposal for the rebuilding of houses on the Improvement area. Nevertheless they did elaborate a plan, which was submitted to the Council on the 2nd of June, 1885. At this time only 62 houses had been rebuilt, and they were all on the outlying area between Summer Lane and Newtown Row. Of the 1,368 houses taken over under the Scheme, 610 had been pulled down and 34 resold. Of the 724 that were still standing 43 had been closed as unfit for habitation. Thus in all 653 houses had been thrown out of use. It may be remembered that in introducing the Improvement Scheme Mr. Chamberlain had intimated that, while it would be possible to provide much more wholesome and comfortable accommodation for the poorer sort of tenants, it would not be possible to provide for them at all at the cheap rents they had been accustomed to pay; and that it would be necessary to build tenements on the block or flat system (of which at that time the best known examples were the buildings provided by Mr. Peabody's trust), for artisans and labourers who were obliged or who preferred to live near the centre of the city. Adopting this view, the Committee collected and communicated to the Council a great mass of information about model dwellings that had been built in London by the Peabody and other trusts, and also at Liverpool, Birkenhead, Newcastle, Barrow, Bristol, and Exeter. Most of these experiments had been made by companies of a partly philanthropic and partly commercial character; but there were also precedents for municipal co-operation. The Corporation of Liverpool for

Proposed
Erection
of Block
Tenements.

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Section 3.

example had built 146 tenements of two, three, and four rooms each at a cost of nearly £18,000 on land purchased for the purpose, and had obtained during fifteen years an average return of £4 5s. per cent. The same Corporation was also erecting, at a cost of £55,000, thirteen more blocks containing 272 tenements; and the City of London was about to provide five blocks with accommodation for 1,000 persons.

Details
of the
Scheme.

Following these examples the Committee asked the Council to authorise an application to the Local Government Board for powers to build dwellings for a hundred families and to borrow £20,000 for this purpose. It was not proposed to spend all this money at once; but plans were submitted for a building in Dalton Street, four storeys in height, and capable of accommodating twenty-three families. There were to be two shops on the ground floor; each tenement was to include a sitting room (fourteen feet by twelve), and two bedrooms (thirteen feet by ten and twelve by ten), with a pantry and a coal closet; and each alternate tenement was to have an extra bedroom (twelve by ten). Washhouses were to be provided on the roof. The estimated cost was £5,250, and the net income £260 or five per cent., reduced to four per cent. by counting ground-rent at 1s. a yard. The low ground-rent was justified by taking into account the profit derived from the sale of the land in Cowper Street (Summer Lane), which had been purchased for municipal dwelling-houses, but had been resold at a higher price to the School Board (ii., 490).

Discussion
on the
Scheme.

In introducing the scheme Mr. Alderman Chamberlain made a speech to the following effect:

"Originally land in Summer Lane was set apart for this purpose; but eventually the Committee altered the decision, as the land was better fitted for a Board School. Then it was proposed to build at the corner of Old Cross Street and Tanter Street. But that is a very poor neighbourhood. Many people are prejudiced against flats, and the system ought to be tried in a neighbourhood where decent men will not object to dwell. The land in Dalton Street is more valuable than it was intended to use for artisans' dwellings, but the Committee has the profit on the land sold to the School Board and that is fairly applicable to the reduction of the value of land chosen elsewhere. It is objected (1) that there are many empty houses in the town; (2) that the time is inopportune, as there are many burdens on the rates; (3) that the flat system is unpopular; and (4) that the proposal touches the wrong class; instead of building at 5s. 6d. we should provide for the 3s. 6d. class. Somebody has suggested that we should build cottages; but I need not waste time in arguing that flats or nothing at all must be built in the centre of the town. As to (1) we do not say that the

dwelling is wanted; if that had been the case we should have asked, not for 23, but for 230 or 2,300 dwellings. We propose an experiment, that the Council may know what sort of dwellings they are. There are very few houses unlet in the centre of the city. People who work till all hours of the night cannot go to the outskirts. (2) It will not be a burden on the rates. (3) The flat system has been called unpopular elsewhere; yet when tried it has proved to be popular (*e.g.*, at Newcastle). (4) It is not proposed to drive people into flats; but, if the experiment answers, I shall be the first to recommend the Council to erect other buildings at cheaper rates."

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Section 3.
—

The resolution was seconded by Alderman Cook, the Chairman of the Health Committee. He would have preferred, he said, private enterprise; but everything had been done to stimulate such enterprise without avail. The low death-rate recorded at London and Birkenhead proved that there was no objection to flats from the sanitary point of view. The scheme was also supported by Mr. Councillor Granger, a working-class representative, and by Alderman Kenrick, who complained that it was opposed by the same people who had blamed the Council for "pulling down workmen's houses to make a Chamberlain boulevard." But an amendment was moved by Mr. Councillor Lancaster by which the Council, "bearing in mind the report of the Artisans' Dwellings Enquiry Committee as to the sufficiency and sanitary condition of dwelling-house accommodation for artisans," declined to adopt the report. After an animated debate this amendment was carried by twenty-three votes to fifteen.

The rejection of this proposal was an event of some considerable importance. The project itself was indeed too modest to have done much good or much harm except by way of experiment and of precedent; but it was the first project of the kind produced by the Committee to which the Council had entrusted the conduct of operations under the Artisans' and Labourers' Dwellings Act. By rejecting it, therefore, the Council in a sense committed itself to that policy of waiting for private enterprise which has since been sharply reprobated by critics who take a larger, perhaps an impracticable, view of municipal responsibility in this matter. The reasons (other than those noticed above) that were assigned by opposing speakers for their disapproval were: that the flat system promoted immorality; that the example of London was inapplicable, for there the block system was made necessary by the extreme dearness of land; that elsewhere, *e.g.*, in Liverpool, Newcastle, and Birkenhead, flats paid only from two to four per cent.; that

The Scheme
Rejected.

Reasons for
Rejection.

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Section 3.

The Ryder
Street
Scheme.

the proposal was an attempt to set up government by endowment ; and that it evaded the real question, which was how to house men earning less than a pound a week.* Mr. Alderman Avery suggested that the right course was to let land for the purpose at a cheap rate, taking security for the erection of proper dwellings.

Four years elapsed before the next building scheme. As early as the year 1883 a Local Government Board Order had been obtained appropriating as a site for workmen's dwellings a plot of land on the south side of that part of Lawrence Street which has since been renamed Ryder Street. Although the land was offered to private enterprise at the low rental of 8d. a yard, it lay for six years vacant and unproductive. In this neighbourhood many houses had been demolished as insanitary both on the Improvement area and on the estate of Lench's Trust, and it was found that the depopulation of the district had an unfavourable effect on the letting of the Corporation land. The Committee therefore, on the 2nd of July, 1889, submitted plans and estimates for building twenty-two cottages, two storeys in height, and containing a living room, scullery, pantry, and three bedrooms, the third bedroom in alternate houses being on the ground floor. The estimated cost was £3,900 and the estimated net income £200. The area of the site was 2,100 yards. The capital borrowed for this purpose was £4,000, with forty years allowed for repayment. The proposal met with some opposition. It was urged that it would interfere with "private enterprise"; that there were plenty of void houses; and that the investment would be unremunerative. Mr. Alderman Cook reminded the Council that the Act under which the Improvement Scheme was carried was called the Artisans' and Labourers' Dwellings Act; and that "when it was accepted no one dreamed that we were going to destroy 855 dwellings without putting any artisans' houses in their place." The scheme was adopted by forty-five votes to seven. The twenty-two houses were finished in September, 1896, and were at once let at 5s. 6d. a week to tenants of a good class. The financial result was therefore better than the estimate. The chief point of interest in the success of this project lies in the consideration that the Corporation had made remunerative use of land on which no private person had been enterprising enough to build.

*Speeches of Councillors Lancaster, R. F. Martineau, and Middlemore.

The success of the Ryder Street houses encouraged the Committee to bring forward a more extensive plan. On the 3rd of February, 1891, they reported that, of 662 small houses standing on the Improvement Area, twenty-seven had been permanently closed as unfit for habitation, and thirty-one had been condemned to demolition for sanitary reasons. The net rental of these houses had been £167. It was also proposed to demolish a block of property with a rental of £314 on the south side of Lawrence Street, including forty-three small houses, a beerhouse, an old chapel, and a factory. These houses were old and worn out, and could be kept in tenable repair only at a large expense. In was further proposed to build on five sites, in Ryder Street, Lawrence Street, Old Cross Street, and Duke Street, with a total area of 6,783 yards, eighty-two houses similar in size and character to the houses of the Ryder Street scheme. This scheme was sanctioned by the Council on the 24th of February, an amendment referring the Scheme back with instructions to enquire what other municipalities were doing being defeated by forty-two votes to thirteen. Some modifications were introduced into the original plans; and the number of houses built was eighty-one, letting at rentals varying from 7s. 6d. to 5s. The estimated rental was £1,172 12s., which after paying interest, sinking fund, and all outgoings, would leave a margin sufficient to cover ground-rent calculated at 11d. a yard. The actual rental obtained was £1,193 8s., although the houses had been built for £34 less than the estimate of £14,000. This fortunate result was attributed to the care and skill of Mr. A. H. Davis, the Manager of the Department, who had acted as architect and clerk of the works. His services were recognised by a present of £150.

The annual accounts of the Ryder Street and Lawrence Street houses are summarised in the following table. The Outgoings include interest and sinking-fund payments on the capital borrowed, rates, water-rent, insurance, repairs, and commission. The entries in the columns headed Ground-rent indicate the rent per yard to which the excess of income over expenditure is equivalent. The period of repayment of capital is fifty years for the second scheme, against forty years for the Ryder Street scheme, and the sinking-fund charge is therefore proportionately smaller. This accounts for the apparently better financial results of the later scheme.

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Section 3.

The
Lawrence
Street
Scheme.

Finance
of the
Artisans'
Houses.

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YEAR.	TWENTY-TWO HOUSES (1890).				EIGHTY-ONE HOUSES (1892).			
	Rents.	Out-goings.	Balance.	Ground Rent.	Rent.	Out-goings.	Balance.	Ground Rent.
	£	£	£	d.	£	£	£	d.
1891-2	312	243	69	8	—	—	—	—
1892-3	315	243	72	8½	—	—	—	—
1893-4	314	261	53	6	1,179	827	352	12
1894-5	323	262	61	7	1,196	844	352	12
1895-6	325	252	73	8½	1,180	886	294	10
1896-7	330	290	40	4½	1,185	942	243	8½
1897-8	325	245	80	9	1,181	878	303	10½
1898-9	333	260	73	8½	1,197	890	307	12½
1899-1900 ...	335	243	92	10½	1,193	840	353	12
				Av. 7½				Av. 11

Result
of the
Experiment.

It is important that the extent to which the solution of the housing problem had been forwarded by the success of these operations should be distinctly defined. It had proved that the Corporation was able to build houses of good quality and to let them at moderate rents to a respectable class of tenants without serious loss or risk of loss to the public purse; and, further, that the Corporation could do this under conditions that were repellent to private enterprise. But no house built by the Corporation had been let or could be let at a less rental than 5s. a week. It was declared and was not contradicted that "even the Corporation, which could build cheaper than private enterprise, could not build to let at four shillings."* Yet there were thousands of families living in houses much more cheaply rented. The Artisans' Dwellings Enquiry Committee had found in 1884 more than 27,000 inhabited houses let at 3s. 6d. a week or less. Unless the inference just cited from the Lawrence Street experiment was wholly mistaken, those houses must be seriously defective, and the Council had been gravely misled by the Enquiry Committee. The Health Committee had powers to deal with insanitary houses—to compel repairs or to close or demolish the houses. But there were obvious perils in the too liberal use of such powers without provision made for the tenants elsewhere. "There are thousands of houses," it was said, "which ought to be taken down; but the

Health Committee has to be very cautious lest the remedy should prove worse than the disease."*

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Section 3.

The Lawrence Street experiment had not shown how families turned out of cheap insanitary houses could be housed at such rents as they were accustomed to pay. The experiment proposed in 1886 might conceivably have helped to a solution; but that experiment had not been tried. The real problem therefore remained untouched. There had been special reasons for building in Ryder Street and Lawrence Street; but there was no urgent purpose that could be served by any extension of these operations.

The next experiment proposed was to be carried out under the Housing of the Working Classes Act, 1890. That Act was little more than a Consolidation Act, and did not materially enlarge the powers already possessed by the Corporation under the earlier Acts. But, so far as the Improvement Committee was concerned, the Act made an important difference. Hitherto they had acted under a Standing Order referring to them the Act of 1875, and the local Orders obtained under that Act in respect of the area scheduled in 1876 and 1880. By referring to them the first part of the Act of 1890 the Council empowered them to prepare schemes outside the Improvement area.

Housing Act
of 1890.

The first step in operations under this Act is an Official Representation of the insanitary condition of a specified area made by the Medical Officer of Health (or by two or more justices) to the Council as Sanitary Authority. By Standing Order this Representation was to be made in the first instance to the Improvement Committee and by them reported to the Council with a draft plan for dealing with the area. On the 1st of May, 1894, the Committee reported on a representation made by the Medical Officer in respect of two insanitary areas. The first was an area of 6,160 yards in Woodcock Street, Holt Street, and Heneage Street, comprising a public-house, sixty-seven dwelling-houses, and a number of small workshops. The second area was one of 4,030 yards in Milk Street and Little Ann Street with sixty-five dwelling houses and a few workshops. The Committee proposed that both areas should be acquired compulsorily; that all the buildings should be demolished;

Official
Representa-
tion.

* Both these citations are from Mr. Alderman Cook's speech of May 2nd, 1893. Some particulars of the exercise of these powers are given in the chapter on Public Health (p. 115).

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—

and that 116 houses should be built on the cleared sites. The estimated expense was £16,000 for purchase and £18,000 for building, and it was calculated that the rents of the houses after paying all other outgoings would cover the annual charges for interest and sinking fund on this amount within about £250. A resolution formally declaring that the areas specified were unhealthy areas, and that an Improvement Scheme ought to be made in respect thereof, was moved by the Chairman of the Improvement Committee, and seconded by Alderman White, who had first introduced the great Improvement Scheme of 1875.

Milk Street
Area
Condemned.

The proposal encountered some opposition. It was argued that the Council had abundant powers to obtain orders for the closing of insanitary buildings without buying them; and that, if the Council showed a disposition to buy unhealthy areas without making an effort to get them put in order at the expense of the owners, they would be offering a premium to landlords to neglect their property, and to sweating leaseholders to buy up the tail-ends of leases in order to sell to the Corporation.* A compromise was effected by the adoption of an amendment declaring the second of the two areas only to be an unhealthy area. The resolution thus curtailed was carried by fifty-four votes to ten; and a further resolution approving of the draft scheme and empowering the Committee to obtain the necessary Provisional Order was accepted without opposition.

Purchase
of the
Land.

An Order was therefore obtained from the Local Government Board, and received the sanction of Parliament in the session of 1895. On the 30th of July in that year it was referred to the Improvement Committee. The Corporation was empowered to purchase the property in the area scheduled and to demolish the buildings. It was directed that dwellings should be built, either on the same site or on some other site approved by the Local Government Board, sufficient to accommodate 170 persons of the working class. Until one-half of this accommodation had been provided, one-half of the area was to remain uncleared. The Corporation was required to offer the cleared land for sale or to be let on lease for the purpose of dwelling-houses, and to build only if such offer should not be accepted. The freehold belonged wholly to the Trustees of Glover's Charity and was purchased for £4,750,

* Speeches of Councillor Bradley and Alderman Lawley Parker.

including £500 for a house in Milk Street standing outside the scheduled area. The whole of the land was held under a lease of 119 years granted in 1784 at a rental of £13; but there were seven underleases. The rental of the whole property was £445. The leasehold interests were purchased, after long negotiation but without recourse to arbitration, for £897 10s. Law charges, costs, and preliminary expenses brought the total expense of the purchase to £5,930 17s. 1d., or rather less than the £6,000 that had been borrowed for the purpose. The valuation of the land when cleared was £3,350.

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On the 5th of January, 1897, the Committee reported that one-half of the site had been cleared for building and that the rest was wholly unoccupied, and that they had been unable to sell or let the land. They submitted plans for the erection of sixty-four three-room dwellings on the dual-house system; that is, the houses were to be built in an upper and a lower tier, with a balcony giving access to the former. The rents were to be 4s. 3d. for the lower and 3s. 9d. for the upper houses. The cost was estimated at £6,250. It was calculated that the net revenue from rents would cover the interest and sinking-fund on this amount, but would leave no surplus to meet the charges upon the capital borrowed for the purchase of the site. They had satisfied themselves after careful enquiry that it was absolutely impossible to build, without loss to the ratepayer, dwellings within the City suitable for labourers at so low a rental, unless either the dual or the flat system were adopted.

Milk Street :
First
Building
Scheme.

This project was vehemently and successfully opposed. The opponents were not yet satisfied that self-contained houses were out of the question. They further urged that the plans violated the Building Bye-laws of the City; that they failed to meet the requirements of the labouring class; that Milk Street was an unsatisfactory site for dwelling houses; and that the alternative of letting the site for other purposes, and seeking cheaper and more suitable land for the new dwellings, had not been fairly entertained. Let the whole matter be reconsidered, and some general principle laid down by which more of the bad blocks might be removed. The Committee yielded to this criticism, and withdrew the scheme.

The Scheme
Withdrawn.

The lead in this opposition was taken by the Chairman of the Health Committee—a circumstance that seemed ominous of

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Section 3.—
Appointment
of a Joint
Committee.

possible discord between the two Committees that were severally responsible for operations under the Housing Acts. When, therefore, another year had elapsed without further progress, it was agreed, at the suggestion of the Lord Mayor, that four members of each of the two Committees should meet together to work out a plan for dealing with the site. This special Sub-Committee visited dwelling houses of a new model in London and Bristol, and others built by the Corporations of Liverpool and Manchester, but without finding anything suitable for Birmingham. The local distaste for flats still stood in the way. In the course of the deliberations of the sub-committee many of the objections most strongly urged against the first scheme disappeared, and an entire agreement was attained in favour of a set of plans similar in principle to those which had been withdrawn, but distinguished by the most careful consideration of detail with a view to economy. The proposed buildings were arranged in four terraces of two storeys. There were twenty-four two-room tenements, twenty-eight three-room tenements, two four-room dwellings, two shops with dwellings attached, and five artisans' dwellings, containing three rooms each of a larger size than the common type. The rents proposed were 3s. for the smaller, and 4s. 6d. for the larger tenements, and 5s. for the through houses. The estimated cost of the building was £10,018. To this amount it was proposed to add as the price of the land £1,007, or 5s. a yard. The annual charge upon this total capital outlay of £11,025 would be £441, and the expected rental, less outgoings, was £439 8s. The part of the cost of purchase not taken into account in this estimate,—a sum of nearly £5,000,—was to be regarded as payment by the City for the sanitary improvement effected.

Second
Building
Scheme
Adopted.

This scheme was submitted to the Council on the 28th of July, 1898. The plans had been unanimously approved by the Health and Improvement Committees, by the Public Works Committee, by the Medical Officer of Health, and by the Architect of the Local Government Board. In anticipation of the objection so often urged against building schemes, the Council was assured that no houses suitable for the labouring class were being erected by private enterprise in the place of those closed or demolished from time to time as insanitary; and that therefore a "duty had devolved upon the Council to carry out the intention of the Acts

of Parliament to provide some accommodation for the class of persons displaced in the interest of Public Health."

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The scheme was unanimously approved by the Council. The tenements had not been completed at the end of the period treated in this book. The plans were examined with interest by many persons interested in the Housing Question and were generally applauded as furnishing an original, ingenious, and well-considered model. It will be for the historian of the future to judge whether the Milk Street experiment has led the way to a final solution of the most perplexing of all present problems of municipal government. Meanwhile the outstanding fact appears to be that the first project attempted in Birmingham, after mature deliberation, under the Housing Act of 1890, entailed upon the community the sacrifice of £82 in respect of every tenement provided.

The following table shows the yearly capital expenditure of the Dwelling House Improvement Fund on artisans' and labourers' dwellings.

Capital
Outlay on
Dwellings.

YEAR.	IMPROVEMENT AREA.		MILK STREET AREA.	
	CAPITAL EXPENDITURE.		CAPITAL EXPENDITURE.	
	During Year.	To end of Year.	During Year.	To end of Year.
	£	£	£	£
1890... ..	600	600	—	—
1890-1	3,400	4,000	—	—
1891-2	5,149	9,149	—	—
1892-3	8,317	17,466	—	—
1893-4	584	18,000	—	—
1894-5	—	18,000	—	—
1895-6	—	18,000	5,981	5,981
1896-7	—	18,000	24	5,955
1897-8	—	18,000	27	5,982
1898-9	—	18,000	40	6,022
1899-1900 ..	—	18,000	4,497	10,519

CHAPTER XVII.

THE SHIP CANAL ENQUIRY AND CANAL AND RAILWAY
RATES.

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—
Water Com-
munication
with
Seaports.

IN the year 1887 several important schemes for the improvement of water communication between Birmingham and South Staffordshire and the seaports were calling for attention. Any particular account of these projects lies beyond the scope of this book ; but it is necessary to give a brief relation of the dealings of the Corporation with them, although no practical result was attained.

Appointment
of a
Committee.

The matter was first brought under the notice of the Council on the 5th of April, 1887, by Alderman White and Alderman M. J. Hart, who introduced a resolution declaring improved canal communication with the sea to be of the utmost importance to Birmingham and the surrounding districts, and the scheme for an enlargement of the Birmingham and Worcester Canal to a sufficient capacity to carry sea-going vessels of 200 tons to be the readiest and most eligible means of accomplishing this purpose. It was further proposed that a special committee of the Council should be appointed to confer with the Town Council of Gloucester and other persons interested in the scheme. There were, however, other projects under consideration ; and the Council, unwilling to commit itself at the outset to any preference for the Gloucester scheme, accepted an amendment proposed by Councillor Wallis and Councillor Clayton, in which the Gloucester scheme was declared merely to be worthy of careful consideration, and the instructions to the Committee were so enlarged as to empower them to report upon the merits of any scheme for improving canal communication with London, Liverpool, and other ports.

A Committee of eight was forthwith constituted under the name of the "Ship Canal Enquiry Committee," and at once began its labours under the chairmanship of Mr. Councillor Marris. It presented its first Report on the 20th of March, 1888. This document, which is reprinted in the Proceedings of the Council for 1887-8 (pp. 292-350) contains a considerable mass of information that will merit the attention of future projectors. The Committee addressed a circular letter of enquiry to 450 merchants and manufacturers in Birmingham and the district; but received only 135 replies, of which 91 contained information upon which statistical calculations could be based. The results were therefore hardly adequate as a basis of inference, and the conclusions of the Committee were put forward with reserve. It appeared that Liverpool took forty-three, London forty, and Hull ten per cent. of the export trade of the Birmingham district. Six per cent. only went to the ports to which access would be improved by the scheme to which the attention of the Council was first directed, those of the Severn and of South Wales, leaving one per cent. for Harwich, Grimsby and other ports. On the other hand, it was found that about twenty-five per cent. of imports destined to the Birmingham district came through the Severn ports. To this importation the grain and timber trades were the chief contributors.

The reasons for this preference of Liverpool and London to Gloucester and Bristol were partly obscure; but testimony was clear that one of them was a better service of steamers. The results of the enquiry did not satisfy the Committee that better communication with the Severn ports would materially affect the balance of the export trade as between those ports and London, Liverpool, and Hull. It was, for example, shown that, although the rates of carriage for certain classes of iron goods were 8s. 4d. a ton to Gloucester, 11s. 7d. to Liverpool, and 16s. 3d. to London, Gloucester, in spite of this advantage, was taking only a small proportion of the trade. The Committee was also satisfied that there was more room for a reduction of rates to London and Liverpool than to the Severn. For these reasons they were of opinion that the routes to London and Liverpool should have the first claim to any assistance which the Council might think fit to render to any project for the improvement of the waterways.

Nevertheless, after a careful examination of the Severn

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Ship Canal
to the
Severn
Approved.

scheme, they reported that it was practicable, and that it would be of great advantage to the district. Of this project it is sufficient to say that, if it had been carried out, ships would have passed by canal through Droitwich and entered the Severn above Worcester, and that the capital required to enlarge the Worcester canal and to acquire the property of the Sharpness New Docks and of the Gloucester and Birmingham Navigation Company was estimated at £2,000,000.

Proposed
Improvement
of Canals to
London.

No scheme for improving canal communication with Liverpool came under the notice of the Committee ; and a project for creating a new waterway to the Humber by deepening the Tame and the Trent was withdrawn. But a scheme, elaborated in detail, for improving inland navigation between Birmingham and London was brought before the Committee by Mr. Hickman, now Sir Alfred Hickman, M.P. This was not a ship canal scheme. It was proposed to improve the Grand Junction, the Oxford, Warwick and Napton, and the Warwick and Birmingham Canals by reconstructing the locks, deepening the waterway, and straightening the route ; and to introduce a system, already in successful operation on the Aire and Calder Navigation, of haulage by cargo-carrying steam tugs. It was claimed by the promoters that the cost of haulage would be reduced by one-half ; that the passage between London and Birmingham would be diminished by twelve or fifteen hours ; that the carrying capacity of the canals would be increased from 750,000 to 2,000,000 tons annually ; and that these advantages could be secured by a capital outlay of £1,250,000.

Importance
of the
Question.

On the general question of the importance of canal communication to the trade of the district the Committee spoke with much emphasis. The report left no doubt that the trade suffered from the high rates charged for the carriage of goods the value of which was small in proportion to their weight and bulk ; that the South Staffordshire iron industry was gravely injured in its competition with Glasgow, Middlesbrough, and Barrow by heavy charges for carriage to the ports ; and that German competition was aided by charges for conveyance from the manufacturing towns to the sea, which were shown to be less by one-half than those paid between Birmingham and Liverpool. Instances were at hand of industries employing large numbers of workmen that had been lost to the district and transferred to Glasgow or South Wales. The manu-

facturers of Belgium also enjoyed a great advantage in the expense of transit to the seaboard ; for instance, the canal rate from Liege to Antwerp, a distance of 100 miles, was 2s. a ton, against 10s. from Birmingham to Liverpool or London. CHAP. XVII.

It being, then, demonstrated that an improved system of water carriage from Birmingham to the seaports was eminently desirable, and that, of the two projects under consideration, that of improving the waterway to London was the more hopeful, the question remained whether the improvement should be left to private enterprise or be executed through the agency of a public trust. The chief reason for the latter alternative was the fear that, if the work were carried out by a private company, it would ultimately fall under the control of the railway interest. This was no insignificant apprehension ; for, as will appear below, the Council had constantly under its notice the grave injury inflicted on the trade of the district by the power that the London and North-Western Railway Company had acquired over the Birmingham and Wolverhampton Canal. The Committee was therefore prepared to recommend the Council to take part in the formation of a Trust, whether as subscribers of capital or as guarantors of interest ; but they were advised by the Town Clerk that statutory powers were wanting. They therefore invited the Council to instruct them to approach the Government and ask for the insertion in the Railway and Canal Traffic Bill, at that time before Parliament, of clauses authorising the formation of Canal Trusts, or for the introduction of a special measure for this purpose. When this recommendation was laid before the Council, the division of opinion was nearly even. An amendment, moved by Mr. Councillor Barclay, declaring it to be "unwise for the Council to burthen itself with any scheme," was lost by one vote only. The recommendation was then approved by twenty votes to seventeen. Public Canal Trust Recommended.

In pursuance of this resolution the Mayor, with Councillor Clayton, Councillor Wallis, and the Town Clerk, had an interview with Sir Michael Hicks-Beach, President of the Board of Trade. He told them that it was not possible to meet their requirements by clauses in the Railway and Canal Traffic Bill, but suggested that the Corporation should submit definite proposals in a concise form, and promised the consideration of the Board. The Town Clerk then drafted a Bill of two clauses, enacting that it should Proposed Bill Authorising Municipal Contributions.

CHAP. XVII. — be lawful “ for any County or District Council, or for any Municipal Corporation or other Local Authority to subscribe to the funds of any Public Trust for the construction, acquisition, maintenance, or leasing of any Canal or waterway in which its district might be interested, or to guarantee interest on the securities, shares, or stock of any such Trust.”

The Bill
Disapproved
by the
Council.

On the 5th of June, 1888, the Committee asked the Council to approve of the promotion of this Bill. Mr. Councillor Barclay again led the opposition to the proposals of the Committee, and moved an amendment declaring that the formation of Canal Trusts was outside the scope of municipal obligations. Of the twenty members who had supported the Committee in the former division seven were absent, and three had changed sides, while the strength of the opposition was considerably recruited. The amendment was carried by twenty-six votes to eleven. By this rebuff the labours of the Ship Canal Enquiry Committee were brought to a conclusion. The cost of the Enquiry was £96.

Canal Rates.

Thus the Council appeared to have definitely declined the ambition of making itself the protector of the commercial interests of the City. But the Corporation is itself a large trader, and especially interested in the charges made by railway and canal companies for the carriage of the vast quantities of coal consumed at the Gas Works. In 1890 the General Purposes Committee took some part in an abortive attempt to find a remedy for a long-standing grievance of local traders and consumers of coal. The Birmingham Canal Navigation Company was controlled by the London and North-Western Railway Company, which guaranteed a four per cent. dividend, and took care that there should be no healthy competition of canal with railway rates. The Corporation, which imported 26,000 tons of coal annually by canal, was a heavy loser by this arrangement. A full account of negotiations with the Railway and Canal Companies, in which the Birmingham Coal Merchants and Consumers' Association received moral support from the General Purposes Committee, is contained in the Report of the Committee presented on the 25th of November, 1890. The conclusion of the Committee was that it was hopeless to expect that the Association would be met by the Companies in a friendly spirit. It was engaged in an unequal struggle with two powerful companies. An application to the Railway and Canal Commissioners

would be expensive, and would involve the risk of paying the costs of both sides if it should be unsuccessful ; and to this expense the Corporation was not legally empowered to contribute. The Committee therefore reluctantly abandoned the further consideration of the matter.

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The Council took part, with more success, in resistance to the extravagant schedule of rates and charges submitted to the Board of Trade by the Railway Companies in accordance with the 24th section of the Railway and Canal Traffic Act, 1888. In August, 1889, Alderman Pollack was appointed to represent the Council on the Mansion House United Committee on Railway Rates, and took an active part in the operations of the Committee. Two years later, on the 1st of December, 1891, the General Purposes Committee reported that, in consequence of the opposition of the Mansion House Committee, the schedules inserted in the Provisional Order issued by the Board of Trade were considerably more favourable to traders than those submitted by the Companies ; that it was still felt that the schedules were detrimental to the commercial interests of the country ; and that the confirming Bill had therefore been opposed ; but that it had passed, after an enquiry before a joint committee of Lords and Commons, without substantial modification.

Railway and
Canal
Traffic Act :
Resistance to
Excessive
Railway
Rates.

In 1892 the Canal Company submitted a revised schedule of tolls and charges under the same Act. The changes proposed were very disadvantageous to the Corporation, and the General Purposes Committee at once entered a notice of objection, and, on the 3rd of May, 1892, obtained from the Council a confirmation of this action, and authority to take further steps. Amendments to the scheme were prepared by the Town Clerk, and Counsel briefed to attend the enquiry before Lord Balfour of Burleigh and Sir Courtenay Boyle. The Corporation had the advantage of the assistance of Mr. Frank Impey in preparing the necessary evidence. In the course of the enquiry, which lasted for several months, the Mayor and others gave evidence on behalf of the Corporation. An important point was carried by the withdrawal of the claim made by the Company to charge for empty boats as for boats carrying fifteen tons. This charge would have cost the Corporation £2,000 annually. Most of the objections raised by the Corporation were satisfied in the draft schedule prepared by the Board of Trade

Revision of
Canal Rates.

CHAP. XVII.

Rejection of
the Board
of Trade
Schedule.

after the enquiry ; but the long-distance tolls still appeared to be excessive, and the Corporation, joining forces with other Traders, secured its locus standi by entering a petition against the Bill confirming the Provisional Order. This Bill was referred to a Joint Committee in the session of 1893. The Canal Company asked for amendments which would have practically restored the old tolls and charges ; but these amendments were rejected by the Committee without calling for evidence from the opposing Traders. The objections of the Company to the Schedule proposed by the Board of Trade were then considered. The Company contended that they would lose £65,000 annually by the confirmation of the Provisional Order ; the Traders retorted that, if the Tolls and Charges were reduced,—which was hardly possible so long as the control of the Railway Company continued,—there would be such an increase of traffic as would make good even so large a loss. The Committee was not convinced that the Provisional Order was just to the Canal Company, and insisted on the withdrawal of the Bill. The Company had consented to the reduction of the long-distance charges from 1s. 3d. and 1s. to 10d. ; but this concession was lost by the defeat of the Provisional Order.

The
Compromise
of 1894.

The Board of Trade, though embarrassed by the reticence of the Joint Committee, who had not indicated in what respects they regarded the rejected schedule as unfair to the Company, felt it to be incumbent upon them to prepare a new Provisional Order, and invited the Corporation to offer suggestions. The Council was still resolved to make the most of the opportunity of securing the redress of the old grievance. "Birmingham" said Alderman Lawley Parker, on the 2nd of January, 1894, "has for many years suffered a grave injustice in reference to canal tolls on the Birmingham Canal Company's system. It is common knowledge that water is a less costly means of transit than rail for heavy traffic, if speed is no object ; yet all the coal that comes by canal from Cannock costs thirty to fifty per cent. more than by rail. The reason is that the canal is controlled by the London and North-Western Railway ; the old rates are maintained in order to drive traffic on to the railway." Even a reduction of 6d. a ton would leave the rates higher by several pence than the average.

The Provisional Order of 1894 was somewhat more favourable to the Canal Company than that of the former year. It gave indeed a considerable reduction of mileage rates to the Corporation and traders, but it did not provide any limitation tolls within the City. A petition for a limitation rate of 6d. or 8d. a ton on coal was presented by the Corporation, and the Town Clerk was instructed to retain Counsel and witnesses. At the suggestion of the Board of Trade, however, a conference with the Company was held, at which the Assistant Solicitor, Mr. Bell, represented the Corporation. The result was a compromise favourable to the City. The Company conceded limitation tolls of 9½d. on the top level and 9d. on the lower level. These rates were for the avoirdupois ton of 2,240 pounds; the old rates had been 1s. 3d. and 1s. for the long ton of 2,400 pounds. The Corporation also gained by reductions in the mileage rates for ashes, nightsoil, and road metal. Thus a controversy involving many complex considerations, and the conflict of many interests, ended at last in an agreement reasonably satisfactory to the Corporation.

CHAPTER XVIII.

THE HONORARY FREEDOM OF THE CITY.

CHAP. XVIII. **THE** Honorary Freedom of Boroughs Act, 1885, provided that the Council of every borough might, from time to time, by the authority of not less than two-thirds of the members present and voting at a meeting of the Council specially called for the purpose, admit to be Honorary Freemen of the Borough persons of distinction, or any persons who had rendered eminent service to the Borough. Thus a power of which municipalities had been deprived by the Municipal Corporations Act of 1835 was restored to them after a lapse of fifty years.

Honorary
Freedom of
Boroughs
Act.

List of
Honorary
Freemen.

The following is a list of the five gentlemen in whose favour this power has been exercised by the Council of the Borough or City of Birmingham.

March 20th, 1888.—The Right Hon. Joseph Chamberlain.

October 23rd, 1888.—Philip Henry Muntz, Esq.

October 4th, 1892.—Thomas Avery, Esq.

January 4th, 1898.—George Dixon, Esq.

March 7th, 1899.—John Thackray Bunce, Esq.

All of these gentlemen were distinguished by eminent services rendered to the municipality. Four of them had held the office of Mayor, and three had also represented Birmingham in Parliament. In every instance the honour was conferred by a unanimous vote.

Right Hon. J.
Chamberlain.

It is unnecessary in this book to attempt any account of the reasons that justified the selection of Mr. Joseph Chamberlain, the first recipient of the new distinction. The services rendered by him as a member of the Council have been described in the second volume of this work. That volume is indeed largely occupied with the record of prosperous municipal enterprises

of which he was the author, and of the achievements of a generation of councillors who acknowledged him as their leader. He entered the Council on November 1st, 1869, was elected Mayor in 1873, and alderman on May 5th, 1874, and re-elected Mayor in 1874 and 1875. He retired from the Council on the 15th of May, 1880. Since 1876 he has sat continuously in Parliament as member for the undivided borough and for the West Division.

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The resolution conferring the Freedom on Mr. Chamberlain was moved by the Mayor, Mr. Maurice Pollack, and seconded by Mr. Alderman Avery. It declared that the Council conferred this distinction "in appreciation of the great work successfully accomplished in the negotiation of the terms of the Fisheries Treaty with the United States of America by the Right Honourable Joseph Chamberlain, M.P., the Commissioner appointed on behalf of Her Majesty's Government, and also in recognition of his eminent services to this Town."

A brief ceremonial was designed by the Town Clerk, based on precedents collected from older boroughs which had exercised the right of presentation before 1835. According to the usage set up on this first occasion, the Mayor, in the presence of the Council, presents the Freeman with a written copy of the resolution by which the honour was conferred and of the names of the members of the Council present and assenting, and with a casket for the reception of this document; expresses the sentiments of the Council in a short complimentary speech, and offers the right hand of fellowship. The Freeman then signs the Roll. The speeches made by the Mayor and by the Freeman are recorded in full in the Minutes and the Proceedings of the Council.

Ceremony of
Presentation.

The presentation was made to Mr. Chamberlain on the 28th of March. From the speeches made on this occasion a few sentences are quoted as supplying an eloquent commentary on the work recorded in this book. The Mayor said:—

"This chamber forms part of the building of which you laid the foundation stone fourteen years ago; but even more lasting than these walls will be the new era which you inaugurated when you occupied this chair, and by which you raised and enhanced the standard and authority of municipal work both here and throughout the land. Not only the Birmingham of to-day, but the Birmingham of future generations will reap the policy of improvement which you inaugurated when you were Mayor of Birmingham, and which will be for ever associated with the name of Joseph Chamberlain."

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Mr. Chamberlain said :—

"I can never forget that my apprenticeship to public life was served in Birmingham in company with many of those whom I see around me to-day, and in connection with the municipal work which you are still carrying on with so much credit to yourselves and with so much advantage to the town. It is now eighteen years since I first entered the Town Council of Birmingham; and, although I have since been called to other duties, I have never pretended that they were more honourable, or even that they were necessarily more important to the happiness of others, than the work of this great popular representative authority, which controls, with signal success and with absolute integrity, the revenues of a considerable State, and which ministers at the same time to the convenience, the health, the instruction, and the happiness of a community of more than 400,000 souls. Looking back over the interval that has elapsed, I see good reason for pride and satisfaction in the changes which have been accomplished, mainly by your instrumentality, in the advance and improvement which have taken place in all the social conditions of our life. In the course of that time an overgrown village has become a great and stately town, with public edifices and institutions worthy of its position as a true metropolis of the Midlands. The acquisitions of the supply of gas and of water have made the Corporation master in its own house. They have increased its responsibilities, no doubt, but they have, at the same time, greatly added to its importance and its dignity. The improvements of the sanitary arrangements, which have been perfected and completed, have lessened the death-rate, and have secured an annual saving of thousands of lives. At the same time the instruction of the people has always been your foremost care, and now you maintain and possess Free Libraries and Art Galleries that a prince might envy, and that rival, if they do not surpass, any institutions of the kind outside the Capital. You have thought also of the comfort, the recreation, and the enjoyment of the people. You have extended the provision for parks and open spaces, for baths and wash-houses, and in a score of different ways the convenience, and the welfare, and the instruction of all classes of your fellow-citizens have been attended to. And this great work has been accomplished for the people by their representatives—by the unselfish labour of those whom they themselves have chosen. I am very glad to think that the benefits of this system, which has done so much for our town, will shortly be extended in no ungrudging spirit to the dwellers in the country. I am confident that these great powers will be used wisely and honestly, and I am convinced that by the development of our Local Government on the safe and prudent lines that have been sanctioned by the past experience, the prosperity of the whole country and the stability of our institutions will be assured."

Mr. Philip
Henry
Muntz.

The 31st of October, 1888, was the fiftieth anniversary of the day on which the Charter of Incorporation was signed and sealed. On the 26th of the following December the Council completed the first fifty years of its existence. As these anniversaries approached, the Council could not fail to call to mind that there was still living an old man who had been foremost among those who, in despite of formidable obstacles and a powerful opposition, had won for the town the rights of self-government ;

who had been among the first members of the first Town Council, had headed the poll at the first election of aldermen, and had presided as Mayor during the two memorable years in which the Charter was contested and defended. The resolution, passed on the 23rd of October, by which Mr. Philip Henry Muntz was made the second Honorary Freeman of the Borough, declared that the Council conferred the Freedom "in commemoration of the fiftieth anniversary of the Grant of the Charter of Incorporation to this Borough, and in acknowledgment of the valuable aid and assistance rendered by Philip Henry Muntz, Esquire, in promoting and obtaining the grant of such Charter in the year 1838," and also "in recognition of his subsequent services in the discharge of the duties of Councillor, Alderman, Mayor, Justice of the Peace, and Representative of the Borough of Birmingham in Parliament." No one who has read the first volume of this work will hesitate to justify these compliments. In recalling Mr. Muntz's services as Justice of the Peace the Council doubtless remembered that his appointment to this office was one of the most notable triumphs of the early days of the municipality. (See i., 172.)

The presentation was made on the jubilee day of the Corporation. "You," said the Mayor, "are one of the founders of our municipal liberty. It is to you and to those who were associated with you that Birmingham owes its municipal self-government; and now, when fifty years have elapsed since the Royal Charter creating Birmingham a borough was signed, it is our privilege to be able to offer to you personally our thanks for heroic struggles in years gone by, for achievements which will fill a conspicuous page in the history of Birmingham, and for benefits which have been the foundation of the prosperity of Birmingham."

Mr. Muntz in his reply recalled the difficulties that he and those who helped him had surmounted in their agitation for municipal rights. "I remember," he said, "when I first came to reside in Birmingham, then a very young man, it seemed to me a very strange fact that in that large and prosperous town the people had nothing to say in their own government, that they were a mere village with two or three county magistrates to govern them, and with the addition of three or four local bodies who did little bits of work on their own account." He spoke of the incomprehensible apathy which the leaders of the municipal movement

CHAP. XVIII. at first encountered ; of the "extraordinary virulence" of the local opposition ; and of the grudging and timorous spirit in which the Government withheld the right to control the police. With a last flicker of that old antipathy of Radical and Whig that raged in the first decade of Queen Victoria, Mr. Muntz spoke of Lord John Russell as "the greatest enemy the Corporation had." "I have very few more years of life allotted to me," he added, "but I hope still to be able to do something for the good of Birmingham." This hope was not gratified ; for Mr. Muntz died within three months of receiving the Freedom.

Mr. Thomas
Avery.

On the 4th of October, 1892, the resignation by Mr. Thomas Avery of the office of Alderman was announced to the Council. Mr. Avery entered the Council on the 1st of November, 1862. He was elected Alderman on the 9th of November, 1868. He was elected Mayor in July, 1867, on the resignation of Mr. George Dixon, and re-elected in the following November. He held the office of Mayor for the third time in the municipal year 1881-2. Few men have served the City in the Council for a longer period, and few with more distinction ; and if duration and value of public service are taken into account together, it will probably be agreed that Mr. Avery's name should stand first in any commemoration of the worthies of our municipal history. Immediately upon receiving the intimation of Mr. Avery's resignation, the Council unanimously conferred upon him the Honorary Freedom. The resolution especially commemorated "the skill and devotion with which, as Chairman of the late Sewage Committee, he confronted and surmounted the difficulties by which the Corporation were at one period surrounded, and also his labours in connection with the acquisition of the Waterworks Undertaking by the Corporation." The history of these services has already been written. Here it must suffice to remind the reader that the appointment in 1871 of the Sewage Enquiry Committee under Mr. Avery's chairmanship (ii., 130) was the first triumph of the progressive party in the Council, and the first important step of the forward policy ; and that as early as 1869 Mr. Avery urged upon the Council, with an eloquence and persistency that bore fruit at a later date, the duty of protecting the health of the town by acquiring the waterworks (ii., 404). Mr. Avery, whose resignation had been due to broken health, was unable to attend a meeting of the Council

to take up the Freedom ; but on the 14th of October he signed the roll at his residence in the presence of the Mayor, the Town Clerk, Mr. Alderman Cook and Alderman Dr. Barratt, the mover and seconder of the resolution, and other members of the Council.

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Mr. George Dixon sat in the Council from the 1st of December 1864, to the 14th of February, 1868. He never held the office of Alderman, but was elected Mayor in November, 1866, and resigned office in the following July in order to stand for the borough on the death of Mr. William Scholefield. He was Member of Parliament for Birmingham from July, 1867, to June, 1876, and Member for the Edgbaston Division from the first election in 1885 till his death in 1898. Mr. Dixon was the founder and president of the National Education League, popularly known as the Birmingham League, and took a leading part both in the popular agitation and the parliamentary deliberation that preceded the great Education Act of 1870. Throughout his long parliamentary career he was listened to as one who had a right to speak with authority on elementary education. As Chairman of the Birmingham School Board during a long period of years Mr. Dixon took the chief part in the local development of the Board School system of education. When the Council met for the January meeting of 1898, it was known that Mr. Dixon was at the gates of death. The resolution admitting him to the Freedom declared that this honour was conferred upon him "in grateful acknowledgment of his eminent public services, and in recognition of his untiring energy and devotion in the interests of Elementary Education." Mr. Dixon signed the Roll in the presence of the Lord Mayor on the 15th of January, 1898. He died on January 24th.

Mr. George
Dixon.

The last name added to the roll of honour was that of Mr. John Thackray Bunce, for forty years Editor of the Birmingham Daily Post, and author of the History of the Corporation. Although Mr. Bunce was not a member of the City Council, he served for many years as a member of the Free Libraries and of the Museum and School of Art Committees. The strongest motive of his public and literary life was a zeal, passionate in its intensity, for the honour and welfare of Birmingham. He had a fine apprehension of the guiding principles of municipal policy, and impressed those principles upon his fellow-citizens with untiring energy. In the

Mr. John
Thackray
Bunce.

CHAP. XVIII. — columns of his journal he inspired with his encouragement, and guided with his sagacious criticism, the men who in the Council Chamber were labouring for municipal progress; he helped to win for them the support of the burgesses; and for thirty years he was their most trusted counsellor. On the 7th of March, 1899, shortly after Mr. Bunce's retirement from the editorial chair of the *Daily Post*, the Honorary Freedom was conferred upon him "in grateful acknowledgment of eminent services rendered to this City, and in recognition of the deep interest taken by him in the development of Municipal Government."

Mr. Bunce attended a special meeting of the Council on the 21st of March. The Lord Mayor, Alderman Beale, in presenting him with the illuminated copy of the Resolution, said:—

"The reason of our gathering here to-day is not to be found in any one specific act of your life. It is only apparent to those who can realise the enormous influence for good or for evil that must be exercised by any man who fills the position which has fallen to your lot. In his contribution to the life of the late Henry William Crosskey, the late Dr. Dale, referring to the new spirit of municipal enthusiasm which came to Birmingham thirty years ago, writes thus:—'The new movement was fortunate in securing from the first the able support and wise guidance of the *Daily Post*. Its Editor, Mr. Bunce, was the trusted friend and adviser of the leaders, and the intimate personal friend of the most important of them. Through the columns of the most powerful newspaper in the Midland counties the new ideas about municipal life were pressed on the whole community.' I can add nothing to such testimony as this. 'Able support and wise guidance' are words that come home to every man who has made any attempt to take part in public life. We have, indeed, felt the support of your approval, and we have felt the sting of your criticism, if such an expression can be applied to a criticism that never entertained a suggestion of ill-nature; and we are here to-day to acknowledge the wise guidance which has been so judiciously exercised that it has been perceptible only from its cumulative force."

The perusal of the speech made by Mr. Bunce in acknowledging the presentation can only deepen our regret that he did not live to complete this History. The sentences here reproduced may help to redeem this volume from the reproach of losing sight of principles in a multitude of details.

"One thing I can say—that if an ardent love of our town, if a life-long desire to promote its welfare, to advance its reputation, and to sustain its honour, merit the distinction your kindness has conferred upon me, then I can plead such a claim. Though not a Birmingham man born, I am proud to trace back to early boyhood my adoption into a community than which there is none nobler in the Queen's dominions, and none which has a happier faculty in receiving and absorbing all who come to her, in drawing their affection, in developing their

highest qualities, in securing their devotion to her interests, in commanding and employing their services—in a word, in grappling them to herself with hooks of steel. CHAP. XVIII.
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“There are towns which possess a living personality peculiar to themselves; one which by some mysterious power they impress, generation after generation, upon their people, endowing them with characteristic qualities of independent judgment, of energy and courage, of straightforward frankness, and of that sense of public duty which creates and guides the highest form of citizenship. Birmingham is one of these. It has a history which ennobles those who made it and have maintained it through centuries, and which should inspire those upon whom now devolves the sacred duty of continuing its great traditions. What are the chief characteristics—the notes of this history? A certain individuality of corporate action is one of them. Capacity to secure progress through knowledge applied to industry is another. Devotion to freedom in all its forms and manifestations is a third.

“In our own time, by the efforts of some who have gone from us and of others who are still here, we have made a further advance, and have achieved a new distinction, for we have led the way in the creation and development of that municipal spirit which for a generation has distinguished Birmingham, and which throughout the country has keenly stimulated municipal progress; the spirit which cares above all else for the welfare of the people, for their education, for their health, for the means of cultivation and recreation; the spirit which has given us museums, and parks and gardens, and schools of art and science, and our great improvement scheme, and with it fresher streets and healthier houses, and purer air. And in the promotion of this policy we have secured in our governing body the co-operation of representatives of all classes, rivals only in labours for the common good; and to the glory of our municipal life we have kept it pure in motive and unstained in honour.”

CHAPTER XIX.

MISCELLANEOUS.

TITLE OF CITY.

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ON the 4th of December, 1888, the Council adopted a Petition to the Queen in Council, setting forth that on the 31st of October the Corporation had completed fifty years of municipal life, and that Birmingham was the largest borough in the Kingdom that had not yet received the title of City; and praying that Her Majesty would be pleased to confer that title and dignity upon the Borough. The prayer of the Petition was graciously and promptly granted by the Queen. The following is the full text of the Letters Patent under the Great Seal issued on the 14th of January, 1889.

ROYAL CHARTER.

Victoria, by the Grace of God of the United Kingdom of Great Britain and Ireland, Queen, Defender of the Faith. To all to whom those presents shall come, Greeting: Whereas by Our Royal Charter, bearing date the thirty-first day of October, one thousand eight hundred and thirty-eight, in the second year of Our reign, We were pleased to declare that the inhabitants of the Borough of Birmingham, in Our County of Warwick, and their Successors should be for ever thereafter one body Politic and Corporate, and that the said body Politic should be called "The Mayor, Aldermen, and Burgesses of the Borough of Birmingham, in the County of Warwick." And whereas for divers good causes thereunto Us moving, We are minded to confer on the Borough of Birmingham the title of "City," and upon the Mayor, Aldermen, and Burgesses of the said Borough the name and description of the The Mayor, Aldermen, and Citizens of the City of Birmingham, in the County of Warwick. Now, therefore, Know ye that We, of Our especial grace and favour and mere motion, do, by this Our Royal Charter, will, ordain, constitute, declare, and appoint that Our said Borough of Birmingham shall henceforth, for the future, and for ever hereafter, be a "City," and shall be called and styled "The City of Birmingham," instead of the Borough of Birmingham, and shall have all such rank, liberties, privileges, and immunities as are incident to a city. And we further declare and direct that the said Mayor, Aldermen, and Burgesses of Our said Borough of Birmingham shall henceforth

and by virtue of the hereinbefore recited Royal Charter, and of this Our Royal Charter, be one Body Politic and Corporate by the name and style of The Mayor, Aldermen, and Citizens of the City of Birmingham, in the County of Warwick, with all such and the same powers and privileges as they have hitherto had as the Mayor, Aldermen, and Burgesses of the Borough of Birmingham, and as if they had been incorporated by the name of the Mayor, Aldermen, and Citizens of the City of Birmingham, in the County of Warwick, instead of the Mayor, Aldermen, and Burgesses of the Borough of Birmingham, in the County of Warwick. In Witness whereof We have caused these Our Letters to be made Patent. Witness Ourself at Westminster the fourteenth day of January, in the fifty-second year of Our Reign.

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By Warrant under the Queen's Sign Manual,
MUIR MACKENZIE.



TITLE OF LORD MAYOR.

On the third of June, 1896, Letters Patent were issued under the Great Seal, by Warrant under the Queen's Sign Manual, as follows:

(After reciting the Royal Charters of October 31st, 1838, and of January 14th, 1889)—

"Now know ye that Our will and pleasure is, and We do hereby declare and ordain, that from and after the date of these presents the Chief Magistrate now and for the time being of the said City of Birmingham shall be styled, entitled, and called 'Lord Mayor of Birmingham.' And We do Hereby authorise and empower the Chief Magistrate of the said City of Birmingham now and for the time being henceforth at all times to assume and use and to be named and called by the style, title, and appellation of Lord Mayor of Birmingham, and to enjoy and use all and singular the rights, pre-eminences, and advantages to the degree of Lord Mayor in all things duly and of right belonging."

THE CORPORATE SEAL AND ARMS.

The adoption of the Arms of the De Bermingham family (Quarterly: first and fourth azure a bend lozengy or; second and third party per pale indented or and gules) for the Seal of the Borough at the incorporation, and the discovery and correction in 1867 of errors in the emblazonment, have already been related (ii., 544). The Royal Charter conferring the title of City carried

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with it the right to add supporters to the escutcheon. In consulting Garter King at Arms on this augmentation the Town Clerk ascertained that no grant of arms had ever been obtained from the Heralds' College; the arms therefore had been borne without proper authority. He was also advised that it was the rule of the Earl Marshal never to grant precisely the same arms to two persons or corporations; some variation from the De Birmingham Arms was therefore necessary. The College approved of the suggestion of figures of Industry and Art, designed by Mr. Joseph Moore, Medallist, of Birmingham, as the Supporters.

The new Seal, embodying the newly granted Arms, was executed by Mr. Moore, and adopted by resolution of the Council on the 2nd of April, 1889. The following is the emblazonment:

Arms—Quarterly; First and Fourth Azure a Bend of five Lozenges Or, Second and Third per pale indented of the last and Gules; over all a Fesse Ermine, thereon a Mural Crown of the second; and for the crest on a Wreath of the Colours a Mural Crown, issuant therefrom a dexter Arm embowed, the hand holding a Hammer all proper; together with the Motto—Forward.

Supporters—On the dexter side a Man habited as a Smith (representing Industry) holding in the dexter hand a Hammer resting on an Anvil all proper, and on the sinister side a Female Figure (representing Art) proper vested Argent, wreathed round the temples with Laurel Vert, tied by a Riband Gules, holding in the dexter hand resting on the Shield a Book bound also Gules, and in the sinister a Painter's Palette Or with two Brushes proper.

These Arms are figured on the title page of this book.

THE MACE.

The silver-gilt Mace now carried before the Lord Mayor was made by Messrs. Elkington and Co., and presented by them to the Corporation in 1897 "as a memorial of the completion of Her Majesty the Queen's reign of sixty years, and a record of the honour conferred upon the City by the appointment of a Lord Mayor." There were some members of the Council to whom this ensign

appeared repugnant to the simple habits of the Corporation ; and an amendment was moved to the resolution accepting the gift with thanks, in which it was proposed to thank Messrs. Elkington but regret that the Council was unable to accept their gift. The amendment was rejected by thirty-eight votes to twenty-two.

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STATUES.

On the 6th of October, 1885, the report of a Committee appointed at a public meeting that had been convened by the Mayor and held on August 3rd, 1881, to provide by subscription a statue of Sir Josiah Mason, was presented and received. Sir Josiah Mason had erected in 1868 an Orphanage to accommodate 300 children at a cost of £60,000, and had provided an endowment of the annual value of £7,000. On the 23rd of February, 1875, on his eightieth birthday, he had laid the stone of the Mason Science College, which was built at a cost of £60,000, and endowed with landed property producing an annual income of £3,700. His later benefactions to the College, during his lifetime and by testament, amounted to £30,000. The statue by Mr. F. J. Williamson was accepted by the Corporation, and placed on a site adjacent to the College.

Sir Josiah
Mason.

In June, 1883, the completion by the Right Hon. John Bright of his twenty-fifth year of parliamentary service to the Borough of Birmingham, had been celebrated by remarkable demonstrations of popular enthusiasm. A committee, appointed on this occasion to provide a permanent memorial of Mr. Bright, offered to the Council on the 6th of June, 1887, a statue by Mr. Bruce Joy. The statue was accepted and placed in the Art Gallery.

Right Hon.
John Bright.

A statue of Robert William Dale, LL.D., by Mr. E. Onslow Ford, R.A., was accepted from the Dale Memorial Committee on the 12th of October, 1897, and unveiled in the Art Gallery on the following day. The public services of Dr. Dale were rendered in many fields of thought and action. In religion, in politics, and in philanthropy, he was such a leader as the men of Birmingham delighted to follow. In this book it is proper to lay stress upon his civic patriotism and his successful advocacy of high ideals in municipal life.

Dr. R W.
Dale.

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—
Queen
Victoria.

On the 27th of July, 1897, the Council accepted with thanks the offer made by Mr. W. H. Barber, of Culham Court, to present a statue of Queen Victoria by Mr. Thomas Brock, R.A., in memory of his father, and in commemoration of the Diamond Jubilee.*

THE "BETTERMENT" PRINCIPLE.

In the session of 1894 the London County Council attempted to secure, by clauses in the Tower Bridge Southern Approach Bill, the recognition by Parliament of the principle that "where property is specially and directly benefited by the execution of street improvements effected out of money charged upon the rates, a special contribution should be made by the property in respect of the enhanced value thus attained." Another attempt to assert this principle was made in the same session by the Corporation of Manchester. The Bill of the London County Council passed the Commons, but was thrown out by the Lords on the ground that the principle of "betterment" should be considered and decided as a general principle, and not by inclusion in a local measure. The Commons subsequently refused the proposal made by the Lords of a Joint Committee to consider the matter.

Before introducing their Bill the London County Council had invited the Birmingham Council to co-operate with them in their endeavour to obtain such legislation. This application was referred to the General Purposes Committee, who, in their report of October 9th, 1894, published the result of their deliberations in the following terms. They were of opinion: (1) That, while the principle of "Betterment,"—that is, that where improvements are effected at the public cost which substantially and permanently increase in value any particular property, such increased value or a portion of it should be secured to the public authority by whose outlay the increased value is created,—was a right and proper principle, its practical application was extremely difficult, and would not in many instances materially benefit public authorities. (2) That, if the principle of "betterment" were adopted, the principle of "worsement,"—that is, the grant

* This statue was erected and unveiled in January, 1901, a few days before the death of the Queen.

of compensation to persons whose property is decreased in value by public improvements,—would also have to be considered. (3) That by acquiring more land than is necessary for the actual execution of works of improvement, public authorities might secure some part of the improved value to the ratepayers without the difficulties attendant on the application of the principle of betterment. This principle, which has been termed “recoupment,” had on several occasions been applied by the Council, and on a large scale in connection with the Improvement Scheme. (4) That much might be done by the amendment of the general law to afford greater facilities for the acquisition by public authorities of properties required for public improvements.

A striking example of the voluntary recognition of the “betterment” principle by property-owners has already been recorded (p. 74).

GIFT OF HOUSES.

Another example of the recognition of a principle more often asserted by those who have not than acted upon by those who have, was afforded in the year 1893, when Mr. C. B. Holinsworth, “being averse to the principle of private ownership, especially of land in a great community,” transferred to the Corporation three freehold houses in Digbeth. Mr. Holinsworth added (letter to the Mayor, November 24th, 1893): “In cases where it can be afforded, I conceive it to be the duty of individuals to sacrifice what can be spared to the general good of the whole body, and therefore make this offer freely without reserve.”

KING EDWARD'S SCHOOL.

The following gentlemen were elected by the Council Representative Governors of King Edward's School.

Date.	In succession to	Governors.
1885. Councillor Sir Walter Foster...	Alderman Deykin, deceased.	
1886. Rev. H. W. Crosskey.....	Mr. Jesse Collings.	
1886. Alderman Cook.	Alderman Richard Chamberlain.	
1889. Councillor J. St. S. Wilders. ..	Sir Walter Foster.	

CHAP. XIX.	Date.	In succession to
—	1890. Alderman Clayton.	Alderman Kenrick, M.P.
	1893. Alderman Pollack	Alderman Sir Thomas Martineau, deceased
	1893. Councillor J. H. Lloyd.	Rev. Dr. Crosskey, deceased.
	1897. Councillor James Smith.....	Councillor Wilders.
	1898. Alderman Edwards.	Mr. George Dixon, M.P., deceased.

Mr. Alderman Baker and Mr. Alderman White continued to hold this office throughout the period.

Statistics.

No addition has been made to the number of schools on King Edward's Foundation (ii., 532). A new building for the Girls' High School, erected on a site in New Street, adjacent to the old School, was opened in 1896. The cost of the building and fittings was about £33,000. The following statistics show that during the period covered by this History, the income of the Endowment has increased by 32·5, the gross income by 35·9, and the number of pupils by 28·7 per cent.

Number of Pupils.	1885.	1899.
High School, Boys	347 ...	440
High School, Girls	195 ...	293
Grammar Schools, Boys.....	849 ...	963
Grammar Schools, Girls... ..	644 ...	919
Total ..	2,035	2,615
	£	£
Income from Rents	26,970 ...	35,759
School Fees.....	6,012 ...	8,888
Gross Income.....	34,610 ...	47,053
Expenditure	85,095 ...	46,750

THE BLUE COAT SCHOOL.

The Charity
Commissioners'
Scheme, 1893.

In 1893 the Corporation took part in opposition to the new Scheme of the Charity Commissioners for the government of the Blue Coat School. The income of this School was about £5,000, of which £1,000 was derived from subscriptions and the remainder from endowments and trust funds. The 242 scholars were

all boarders. The new Scheme provided inter alia for the addition of four Representative Governors to be elected by Mason College and the Midland Institute, for the removal of the school into the country, for the limitation of the number of boarders to 250, and the admission of day scholars who would come from the district to which the school was to be transplanted, and for the establishment of exhibitions tenable at some place of higher education.

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On the 3rd of January the General Purposes Committee recommended the Council to offer strenuous opposition to the Scheme on three grounds, viz., (1) the absence of municipal representation, (2) the limitation of the number of boarding foundationers and the admission of day scholars, and (3) the compulsory establishment of exhibitions. The Council accepted the recommendation, and passed a strongly-worded resolution of protest. The protest, with which the Governors of the School were in sympathy, was corroborated by resolutions carried without opposition at a Town's Meeting held on the 18th of January. It was entirely successful. The scheme was withdrawn; and the revised scheme promulgated in 1894 allotted two Representative Governors to the City Council, and did not repeat the provisions to which exception had been taken.

Successful
Opposition.New Scheme,
1894.

CHARITABLE TRUSTS.

The *Muntz Trust* was founded by a deed executed on the 7th of November, 1890, by Mr. George Frederick Muntz, of Umber-slade. Mr. Muntz transferred to ten Trustees,—five nominated by himself or to be elected after his death by the other Trustees, four to be nominated by the Town Council, and the Mayor of Birmingham for the time being,—Stocks and securities yielding an annual income of £600. This income was to be distributed at the discretion of the Trustees among medical and surgical charities in Birmingham, hospitals for mental diseases and institutions for convalescents being excluded.

Muntz Trust.

The *John Avins Trust* was founded by the will, executed on the 9th of July, 1891, of Mr. John Avins, of Highfield House, Moseley, who died on July 29th in the same year. Mr. Avins bequeathed to Trustees, one of whom was to be nominated by

John Avins
Trust.

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the Council, legacies estimated to amount, after the termination of certain annuities, to upwards of £80,000. After paying certain specific bequests to Charities, the Trustees were directed to invest the residue of the estate and distribute the income annually among the hospitals and medical charities of the City and seven non-medical charities named in the Will. The duty of appointing a Trustee was accepted by the Council on the 1st of December, 1891.

 LABOUR QUESTIONS.

Many examples of concessions made by the Corporation to the workmen in their employ have been given in the chapters treating of the work of the several departments. It remains to add a brief account of the dealings of the Corporation with some general principles of employment.

Fair Wages
Clause.

On the 3rd of February, 1891, the Council unanimously consented to a more stringent enforcement of the condition of fair wages in Corporation contracts. It was resolved to instruct the several Committees not to enter into any contract or accept any tender with or from any person or firm known to pay less than the minimum standard rate of wages current in the district in which the work was to be executed; and that this condition should be notified in all advertisements for tenders. Every tender was to be subject to the condition, which should form part of the contract, that the contractor should not pay to his workpeople less than the standard rate; and the condition was to be construed as extending to the work of sub-contractors.

Certain exceptions were, however, made in the regulation. It was provided that it should not be applicable to the purchase by any committee or contractor of materials, patented articles, or stores or miscellaneous articles. The reasons assigned for the exceptions were that it was impossible to trace the origin or control the production of materials; that patented articles could be obtained only on the terms of the persons entitled to the monopoly; and that stores and miscellaneous articles were necessarily purchased from dealers, upon whom it was impossible to fix the responsibility of the fair wages clause. An attempt was made in 1897 to find a way of extending the clause so as partially to cover these exceptions.

Mr. Councillor Stevens moved to instruct every Committee that in all contracts, including contracts for stores, the contractor should be obliged to disclose the names of any sub-contractor and the place where the work was executed, and that the Committee should disclose this information to any member of the Council who might ask for it. This suggestion was referred to the General Purposes Committee. They reported on the 1st of March, 1898, that the reasons which had justified the exceptions were valid against the new proposal; that it was unreasonable to call upon vendors to disclose their business methods by revealing the names of the makers or wholesale dealers from whom they purchased; and that a charge of sweating against a manufacturer could not fairly be visited upon a dealer. This report was approved; an amendment repeating the rejected instruction, but allowing the exception of patented articles, being defeated by thirty-eight votes to eleven.

The question of a general limitation of hours of labour was raised by Mr. Stevens on the 7th of March, 1893. He moved to instruct the Committees that the weekly hours of labour required from any persons in the employ of the Corporation who received less than £150 annually should in no case exceed fifty-three; and that any excess should count as overtime and be paid for at time-and-a-quarter. This proposal was referred to the General Purposes Committee. In their report, which was presented on the 25th of July, 1893, they gave full details of the hours of work exacted, and showed that the adoption of the fifty-three hours limit would entail a capital expenditure of £26,000 and an addition of £30,626 to the annual wages bill. They declared that the conditions of employment under the Corporation compared favourably with those imposed by other corporations and other employers of the same class of labour; that hours of work had been taken into consideration in fixing wages, holidays, and other conditions; and that the adoption of a uniform working week would be detrimental to the public service, and would entail an unjustifiable burden upon the ratepayers. The report was approved by forty-seven votes to six. The minority included the five members of the Council who were regarded as especially representative of the working classes.

Limitation
of Hours of
Labour.

In March, 1893, a resolution was accepted by which the

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—
Unemployed
Workmen.

General Purposes Committee was instructed to consider and report upon a plan for finding work for unemployed workmen resident in the City. Several definite suggestions, made on the invitation of the Committee by the mover of the resolution, were transmitted to the chairmen of several committees; but in every case they were clearly proved to be impracticable or otherwise valueless. On the general question the General Purposes Committee reported to the following effect. (1) That to put a number of ill-assorted workmen, of various occupations, upon any public work would be fatal to its proper execution. In many cases the men would be physically unequal to the work: in all they would require an amount of supervision quite incommensurate with any advantage that might be obtained from lower wages. (2) That much of the work of the Corporation was open-air work of the roughest class, for which the winter season, when the want of employment was most felt, was the most unfavourable. What, then, would become of the workmen regularly in the service of the Corporation if the unemployed were taken on? (3) That the Corporation had no power, nor would it be wise, to become manufacturers of articles commonly made in the city; municipal workshops were out of the question. (4) That the sound principle was that municipalities existed for certain limited public purposes, having no connection with the relief of distress. It was their duty to carry out those functions in the most effective and economical manner, and therefore to employ the most competent workmen. (5) That the relief of destitution was a separate branch of local administration, which had been delegated to the Guardians. The Committee therefore reported that they had no plan of employment to propose.

LICENSING OF RACECOURSES.

On the 1st of May, 1894, the Council adopted without dissent a resolution declaring the establishment of a Racecourse in the neighbourhood of Birmingham to be most detrimental to the morality and good order of the citizens, and instructing the General Purposes Committee to consider and report whether anything could be done to obtain for County and Town Councils such powers for controlling the licensing of racecourses as had been

entrusted to the London County Council. The Town Clerk was asked to submit such a proposal to the Association of Municipal Corporations; but found so much divergence of opinion that it was not thought advisable to give notice of any motion. It also appeared to be highly improbable that any provincial authority could obtain, as the London County Council had obtained, licensing powers extending beyond their own proper jurisdiction. The Committee therefore contented itself with intimating that steps would be taken to support any proposal to give municipalities the right of prohibiting racecourses within their own area.

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SUPERANNUATION AND PENSIONS.

In May, 1888, the General Purposes Committee received instructions to consider the question of establishing both a Sick Fund and a Superannuation Fund for persons in the employment of the Corporation. They found that the difficulties of founding a Superannuation Fund within the limits of the statutory powers of the Corporation were so considerable that, after long deliberation, they recommended that the question should be deferred until it had been dealt with by the Legislature. It was also found that the Corporation had no power to establish a Sick Fund; but that contributions to any registered Friendly Society that might be formed by the servants of the Corporation were authorised by the Consolidation Act. The only result of the first enquiry of the Committee, which was prolonged until the end of 1890, was a recommendation to Committees to use this power.

Superannua-
tion: First
Enquiry.

In the absence of a properly constituted superannuation fund the Corporation had frequently awarding retiring pensions to meritorious officials. A return made in July, 1893, showed that at that date eighty-two persons were receiving pensions of a total value of £3,851 annually, exclusively from the City Fund, in addition to those who were pensioners after contribution upon the Gasworks Superannuation Fund, which had been established under special powers obtained at the time of the acquisition. Thus, although there was no compulsory thrift, and although the prospect of a retiring pension could not be used as an inducement to competent men to enter the municipal service, superannuation was in fact a considerable burden upon the public purse. This

Retiring
Pensions.

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Second
Enquiry.

state of things was not satisfactory either to the Council or to its officers, and was often the cause of unedifying discussions whenever there was a difference of opinion upon the merits of a public servant for whom a pension was proposed.

The General Purposes Committee therefore returned to the question in 1894, in pursuance of a resolution carried at the instance of Mr. Councillor Jarvis. At this time there were in the employ of the Corporation 264 salaried officers, whose salaries amounted in the aggregate to £42,499. Of these eighty-four, with salaries amounting to £19,040, were between forty and sixty years of age, and sixteen, with salaries amounting to £5,627, were above sixty years. It had been provided in the Consolidation Act (section 234) that, if any contributing scheme of superannuation were established, the sufficiency of the contributions to provide the specified allowances must be certified by an actuary. It was evident that in the early years of a scheme that must include a considerable number of persons who were at the outset within a few years of the age of superannuation, the contributions, whether from the officers or from the Corporation, must be very large to satisfy this condition. It was represented on the part of the officers, (1) that no scheme providing pensions of less than the Civil Service scale,—that is, one-sixtieth of salary for each year of service, with a limit of forty-sixtieths,—would secure their support; (2) that most of them could not afford contributions exceeding three per cent. of their salaries; and (3) that no scheme could be satisfactory which did not provide for officers who had already passed the age of forty-five. In order to establish an actuarially solvent fund satisfying these conditions the Corporation would have had to meet the officers' contribution of three per cent. with a grant equal to about seven per cent. of the aggregate salaries. Liverpool, however, had obtained an Act under which fixed contributions were paid by officials only, the Corporation guaranteeing the benefits, but making no payment in anticipation of future pensions. After much consideration, it was resolved to seek statutory powers to follow this example. It was calculated by the Actuary of the Corporation, Mr. Howard Smith, that the average annual cost to the Corporation of pensions on the Civil Service scale would be £1,200 for the first twenty years; but that this average would be reduced to £1,000 if the maximum pension were reduced from

two-thirds to one-half of the determining salary, contributions ceasing after the thirtieth year. Ultimately it was decided to compromise between these two plans, by fixing the maximum at one-half of the salary if the salary exceeded £500 and at two-thirds if it were less than £500. The estimated annual cost was £1,100 for the general staff. The inclusion of the officers of the Water Department added £200, and that of the Lunatic Asylum officers £70, to this estimate. The Gasworks officials were already provided for.

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A scheme on these terms was approved by the Council on the 5th of May, 1896. An amendment to the effect that the Corporation should agree to manage a scheme and should guarantee interest at $4\frac{1}{2}$ per cent., but should make no other contribution, was rejected by fifty-four votes to eight. The necessary Provisional Order was obtained; and the confirming Act received the Royal Assent on the 6th of August, 1897. On the 7th of December in that year the scheme was formally adopted by resolution of the Council.

Superannua-
tion Scheme
for Officers.

The Scheme was optional to persons already in the employment of the Corporation, but to be compulsory to those subsequently engaged. The annual contributions are three per cent. of salary, and cease after the thirtieth year in the case of officers whose salary exceeds £500, and whose allowance is therefore only one-half of the determining salary. Contributions are returned without interest to officers who voluntarily quit the service of the Corporation, and to the representatives of those who die before superannuation; but no return is made to those dismissed for fraud, dishonesty, or misconduct. Every contributor can claim the allowance at the age of sixty-five or after forty years service; and every contributor, except the statutory officers, must retire at sixty-five, unless permitted to remain in the service by special resolution of the Council. Officers incapacitated by permanent infirmity after twenty years service are entitled to allowance on the Civil Service scale. The Corporation may add ten years to the service counted, in consideration of peculiar professional qualifications or special circumstances. The determining salary is the average salary of the last five years.

A superannuation and pension scheme for workmen and servants on weekly wages was adopted on the 28th of July, 1896.

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—
Superannua-
tion Scheme
for
Workmen.

The scheme already described was extended to all servants; but was not made compulsory upon those receiving less than 40s. a week. For these it was thought that the contribution was too large, and the age of superannuation too late. They were provided for by an instruction authorising committees to grant to any workman whose wages had been less than 40s., and who was medically certified to be incapacitated, an allowance of 7s. a week after twenty years, 8s. 6d. after thirty years, or 10s. after forty years service. It was expected that the cost of this scheme would not largely exceed that of the compassionate allowances already given. The scheme was not applicable to the Police Force and the Fire Brigade, for whom provision had already been made, nor to the servants of the Lunatic Asylums.

This scheme came into operation on the same date as the Superannuation Scheme. On the 14th of June, 1898, the Finance Committee reported that 262 salaried officers, 157 inspectors, timekeepers and clerks on weekly wages, and 339 workmen, had proposed to join the contributing scheme.

ROYAL VISITS.

Visit of
Queen
Victoria.

Her Majesty Queen Victoria paid her second visit to Birmingham on the 5th of April, 1887. She was accompanied by the Prince and Princess Henry of Battenberg. The Queen left the train at Small Heath station, and drove through Small Heath Park, where she received the greetings of the children of the elementary schools of the town, and thence to the Town Hall. The following address was presented by the Recorder on behalf of the Corporation:

"May it please your Majesty.—We, your Majesty's faithful subjects, the Mayor, Aldermen, and Burgesses of the Borough of Birmingham in Council assembled, humbly approach your Majesty with our loyal and hearty welcome. Nearly thirty years have passed since your Majesty, in company with the ever-lamented Prince Consort, honoured Birmingham with your Royal presence, and we believe that your Majesty will not fail to notice on the present occasion the great changes and improvements that have during this period taken place in our town. The object of your Majesty's gracious visit is to lay the foundation stone of a noble building destined for a noble purpose—the administration of your Majesty's justice in the midst of our great community; and, while we offer to your Majesty our most hearty thanks for such a mark of your Royal favour, we

shall always regard it as a most happy circumstance that this great work was begun with your Majesty's special sanction and assistance in the Jubilee year of your Majesty's most glorious reign. We fervently hope that this famous year may be one of true happiness to your Majesty, and that, cheered by the love of your sons and daughters, and secure in the affection and loyalty of your people, your Majesty may long be spared to preside over the destinies of this mighty Empire."

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The Queen replied in the following terms:—

"I receive with great pleasure your loyal and dutiful address, and I fully appreciate the cordial welcome with which my people of Birmingham have met me. I have observed with much gratification the vast improvements carried out by the energy of the Corporation since my last visit to Birmingham with my beloved husband in 1858. I have seen with admiration the designs for the noble building which the Corporation intend to erect, and which appears to me to be in every way worthy of the high purposes it is meant to fulfil by giving convenience and dignity to the administration of justice in your midst. I thank you most heartily for your affectionate reference to myself and my dear children. During the long and eventful period, now extending over fifty years, through which my reign has continued, the loyalty and affection of my faithful people have been to me a constant source of support in difficulty and of solace in affliction. I pray God that prosperity and happiness may ever attend on the labours of this vast and industrious community."

The Queen having lunched in the Committee Room of the Town Hall, drove to the site of the Law Courts and laid the foundation stone. After this ceremony she drove to Snow Hill station and at 4-30 left for Windsor.

On the 25th of March Alderman Martineau, the Mayor, waited upon the Queen at Windsor Castle and received the dignity of knighthood. In commemoration of the Queen's visit, and of the completion of the fiftieth year of her reign, the Law Courts were named the Victoria Courts, and the Small Heath Park was renamed Victoria Park.

Four other Royal Visits were paid to the town during the period covered by this book. The following list continues and completes that already given in the second volume (pp. 543-4):

Other Royal
Visits.

1885. H.R.H. the Prince of Wales, on the 27th and 28th of November, to open the Jaffray Hospital and the Art Gallery.

1891. T.R.H. the Prince and Princess of Wales, on the 21st of July, to open the Victoria Courts.

1894. T.R.H. the Duke and Duchess of York, on the 8th of September, to lay the foundation stone of the new General Hospital in Steelhouse Lane.

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1897. H.R.H. Princess Christian, representing the Queen, on the 7th of July, to open the General Hospital. The Princess was accompanied by Prince Christian and by the Princess Victoria of Schleswig-Holstein.

After the last-named Royal Visit, which fell in the year of the Diamond Jubilee of the Queen, the Lord Mayor, Mr. James Smith, received the honour of knighthood and the Jubilee Medal.

THE DRAINAGE BOARD.

Constitution
of the
Board.

In the year 1886 a representative on the Birmingham Tame and Rea District Drainage Board was allotted by Provisional Order of the Local Government Board to the newly incorporated Borough of Sutton Coldfield. In 1896 the Urban District Council of Erdington successfully applied for representation. On each of these occasions an additional place on the Board was assigned to the Corporation of Birmingham to maintain the proper balance of representation. After these changes the constitution of the Board was as follows: Birmingham, fourteen members, including the Lord Mayor *ex-officio*; Aston, two members, including the Chairman of the District Council *ex-officio*; Sutton Coldfield, Erdington, Handsworth, Perry Barr, Smethwick, Castle Bromwich, and King's Norton, one member each; a total of twenty-three.

Relations
to the
Council.

In the year 1896 the General Purposes Committee was instructed to consider and report whether any means could be adopted by the Council to obtain a greater control over the acts and expenditure of the Drainage Board. They reported that the Board was established in 1877 under the provisions of the Public Health Act, 1875, and equipped with necessary powers (1) for purchasing lands and erecting and maintaining such buildings, machinery, and plant as might be required for the treatment at the Outfall Works of the sewage of the united district, (2) for constructing or providing such intercepting sewerage works as might be necessary to convey the sewage of the several districts to the outfall works and there dealing with and disposing of the sewage, and (3) for any other purpose of the Order or incident thereto; that the Board was an independent statutory authority, and could not be controlled in the exercise of its statutory duties

by any constituent authority; and that for any representative to take orders from a constituent body would be contrary to the spirit, if not to the letter, of the law, and would be resented by other constituent authorities.

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The amounts of the precept served annually by the Drainage Board on the Council have already been given. The following table shows the total expenditure of the Board in each financial year. It will be observed that the expenditure rises rapidly in the last three years of the period. The increase is due to a much larger loss on the working of the Farm, and to interest and repayment in respect of capital outlay on extensions of the works.

Expenditure.

YEAR.	SEWAGE FARM.			OUTFALL.		Manage- ment.	Interest and Repayment	Total Net Ex- penditure.
	Income.	Ex- penditure.	Net Ex- penditure.	Net Ex- penditure.				
	£	£	£	£	£	£	£	£
1885	20,008	22,822	2,814	11,491	1,374	17,516	33,195	
1886	19,739	23,166	3,427	10,893	1,522	18,376	34,218	
1887	20,220	24,446	4,226	10,423	1,796	19,666	36,111	
1888	20,417	23,561	3,144	10,870	1,428	18,387	33,829	
1889	20,222	22,349	2,127	11,166	1,457	19,842	34,592	
1890	20,201	22,938	2,737	11,658	1,445	18,769	34,609	
1891	21,405	24,552	3,147	12,128	1,550	17,471	34,296	
1892	21,197	24,942	3,745	12,346	1,452	16,721	34,264	
1893	24,347	27,045	2,698	12,091	1,506	16,700	32,995	
1894-5 ...	22,052	25,029	2,977	13,374	1,505	16,790	34,646	
1895-6 ...	21,640	25,875	4,235	13,156	1,824	17,499	36,714	
1896-7 ...	21,381	26,972	5,591	13,881	1,700	17,532	38,704	
1897-8 ...	22,707	29,049	6,342	14,331	1,771	18,635	41,079	
1898-9 ...	22,208	30,383	8,175	18,866	2,025	22,455	51,521	
1899-1900	23,168	32,166	8,998	19,783	2,928	25,636	57,345	

The capital debt of the Drainage Board to the Corporation amounted, on March 31, 1900, to £407,435, being the difference between £461,715, Loans for Capital Expenditure, and £54,280, provided from Income for repayment.

DILIGENCE OF MEMBERS OF THE COUNCIL.

The record of the achievements of the Council may fitly conclude with a summary of the statistics by which the attention paid by its members to their duties is annually exhibited. They

CHAP. XIX. are compiled on the 30th of September in each year. They include attendances at meetings of the Council, its committees and sub-committees, and at those of public bodies on which the Council is represented. Attendances made by members who have died or resigned in the course of the year are not counted.

Year ending September 30.	Summonses.	Attendances.	Percentage.
1885	6,608	5,495	83.1
1886	6,662	5,402	81.1
1887	6,573	5,557	84.5
1888	6,876	5,926	86.2
1889	6,778	5,812	85.7
1890	7,897	6,619	86.2
1891	7,544	6,214	82.3
1892	7,185	5,828	81.1
1893	7,352	6,161	83.8
1894	7,248	5,874	81.0
1895	7,564	6,524	86.2
1896	8,391	7,134	85.0
1897	8,519	7,133	83.7
1898	8,310	7,020	84.5
1899	8,279	7,013	84.7

CHRONOLOGY OF COUNCIL MEETINGS.

1885.

Jan. 6.—Petition to include Aston in Parliamentary Borough.

Report on Tramway Bills and Orders.

Jan. 23.—Boundaries of new Parliamentary Divisions.

Feb. 3.—Report on Licenses on Improvement Area.

Feb. 17.—Gas: Case of Affleck v. Corporation (cutting off supply from consumers in arrear). Gas for public lighting to be sold to Authorities at 1s. per 1,000 ft. Petition against Electric Lighting Bill.

Water: Reduced charges for street watering. Forty-three new hydrants.

March 17.—John Parker appointed Inspector of Nuisances.

Cole Valley Sewer, estimated cost largely exceeded.

March 31.—Gift of collection of books on Byron, by Mr. Richard Tangye.

May 5.—Gift of picture (Henshaw) by daughters of Mr. Timothy Kenrick.

New Bye-laws for Public Baths.

June 2.—Death of Ald. Deykin. Joseph Downing elected Alderman.

Water: Recommendation for new pumping works at Plant's Brook referred back.

Improvement: Manager's Report on Model Dwellings. Committee's proposal to build block on flat system referred back. Miss Octavia Hill's system of rent-collecting adopted.

June 19.—Completion of Stratford Road and Dudley Road tramlines. Penny fares on Aston and Central Trams.

Continuation of Sherlock Street approved. Scheme of Polling Districts adopted.

June 19.—Gifts to Art Gallery by Mr. G. A. Everitt, Ald. Kenrick, Mr. Henry Wiggin, the late Mr. E. D. Wilmot.

Project of three new Branch Libraries.

July 7.—Gift of picture (Henshaw) by Mrs. Marigold.

Sir W. Foster elected Governor of King Edward's School.

Completion of second volume of Bunce's History of the Corporation.

Market Tolls: Test cases decided by the Stipendiary.

1885—continued.

July 7.—Aston Hall Museum transferred to Museum and School of Art Committee.

Purchase of corner property, Bull Street and Colmore Row (£5,500). Hockley Brook improvement.

Old Gas Offices to be sold or let.

July 21.—Dr. Barratt elected Alderman. Amended plans for completion of Fish Market approved.

Assizes: Resolution to build Courts, and provide in same building for Petty Sessions. Appropriation of site. Report of Deputation sent to visit Assize Courts. Mr. Waterhouse's Sketch Plans approved. Recommendation of G.P. Comm. to appoint Mr. Waterhouse architect rejected; amendment to invite competition carried (27—17).

Aug. 4.—Water: New pumping works at Plant's Brook approved.

Tramways: Report of Parliamentary proceedings. Alteration of gauge, Hockley to Bournbrook. Pebble Mill Road Tramway withdrawn.

Petition adopted to relieve Council of administration of the Duff Scripture Reader Trust (22—16).

Oct. 6.—Adoption of Address to the Prince of Wales. Gift of picture (Leader) by Mr. A. J. Elkington.

Statue of Sir Josiah Mason accepted.

New Fish Market appropriated.

Proposal of free admission to the Swimming Baths rejected (4—41).

Oct. 20.—Report on Cable system of Tramways. Lease of the Hockley-to-Bournbrook Tramways to Patent Cable Tramways Corporation granted.

Art Gallery Purchase Committee report commissions to E. Burne-Jones, A.R.A., and W. J. Wainwright.

Nov. 9.—Ald. Thomas Martineau re-elected Mayor.

Gifts to Art Gallery: Pictures—(Richmond) by Public Picture Gallery Fund; (Langley) Councillor Michael Davis; (Henshaw) Mr. J. H. Chance; (Syer) Mr. B. Peyton. Collection of Bronzes, Enamels, etc., by Mr. John Feeney; Bronze Group and two Busts, by Messrs. Elkington and Co.

1885—continued.

- Dec. 8.—Report of visit of the Prince of Wales on November 27 and 28.
 Water : Fishing rights to be let.
 Finance : Correspondence with Treasury on the currency of Free Libraries Loans. Proposed application to the Charity Commission to discharge the Corporation from the Duff Trust rejected (14—30).

1886.

- Jan. 5.—Estates : Scheme for the control of Public Clocks rejected (2—46).
 Feb. 2.—Drainage Board increased by one member from Birmingham and one from Sutton Coldfield.
 Portrait of Ald. Hawkes (Roden) accepted.
 Proposed new Tramways : Consent refused.
 New Bye-laws (projecting signboards).
 Feb. 16.—Resignation of Ald. Collings, M.P.
 Improvement Scheme : New street to be made ; application for further borrowing powers approved (35—9) ; amendment to take £35,736 instead of £20,000 from rates (Ald. Chamberlain) rejected (8—44).
 Return of salaries ordered.
 March 2.—Overseers report demand from Saint Thomas's Churchwardens of cost of repairing burial ground walls.
 Water accounts : Loss of £7,643.
 March 16.—Electric lighting : Petition against Lord Rayleigh's Bill.
 G. J. Johnson elected Alderman.
 Rev. H. W. Crosskey elected Governor of King Edward's School.
 Watch : Nottingham Election Riots, charge of misconduct made by Nottingham Watch Committee against Birmingham Police repudiated.
 New Bye-laws (omnibuses, brakes, etc.).
 April 6.—Three Electric Lighting Bills referred to G.P. Comm. with authority to petition.
 Markets : Extension of old Fish Market authorised (£1,500).
 Estates : Council declines to take over Saint Thomas's Churchyard ; amendment lost (21—32).
 Duff Trust : Resolution of August 4, 1885, rescinded.
 May 4.—Finance : Suggestions of Elective Auditors rejected.
 Baths and Parks : Students' Garden provided at Cannon Hill by anonymous donor.
 Proposed Baths in Coventry Road postponed (29—19).
 June 1.—School of Art : J. H. Chamberlain medal founded by Mr. Lawson Tait.
 Street improvements : New Meeting Street, Stratford Place, Bloomsbury Street.

1886—continued.

- June 1.—New Bye-laws and Regulations (Tramways).
 Art Gallery—gifts : Correspondence on Elkington Shield—shield returned to Volunteers ; contract for lighting part of the Gallery by electricity (£560) approved.
 July 6.—Tramway Bye-laws amended.
 July 27.—Thanks to the Queen and Prince of Wales for loans to Art Gallery.
 Report on opposition to Electric Lighting Bills.
 Law Courts : Messrs. Webb and Bell's designs accepted.
 Water : Cost of reservoir and works at Shustoke and Whitacre reported (£133,373) ; Erdington Reservoir to be roofed ; improvement of Aston pumping station ; revised schedule of water rents.
 Aug. 3.—New Bye-laws (Markets and Fairs, Slaughterhouses).
 Lease of sub-basement of Fish Market.
 Finance : New regulations.
 New street named Martineau Street.
 Gas : Case of Gossage v. Sweet.
 Oct. 5.—Baths : Proposed baths in Coventry Road rejected (40—15).
 Tramways : Agreement with Cable Corporation ; withdrawal of Tramway Bills and Orders ; Great Hampton Row Tramways certified.
 Clock at Five Ways given by Miss J. A. Davies.
 Street improvement : Allison Street, approved (22—18).
 Nov. 9.—Ald. Thomas Martineau re-elected Mayor.
 Resignation of Ald. Richard Chamberlain, M.P.
 Ald. Cook elected Governor of King Edward's School.
 Dec. 7.—Letter from the Prince of Wales calling attention to proposed Imperial Institute.
 W. H. Hart elected Alderman.
 Vote of thanks to G. F. Watts, R.A., for loan of pictures.
 Gas : Prices raised by 2d. per thousand feet.

1887.

- Jan. 4.—Borough Justices : New Appointment ; correspondence with Lord Chancellor ; Memorial to Lord Chancellor adopted (49—3).
 School of Art : First general report.
 Aston Hall transferred to Museum and School of Art Committee.
 T. H. Clare appointed Deputy Treasurer.
 Markets : Improvements in Fish Market sub-basement authorised (£1,600).

1887—continued.

- Feb. 1.—Requests to School of Art and Art Gallery by Mr. William Middlemore.
Consent of the Queen to visit Birmingham.
Recommendations of the General Purposes Committee for celebration of the Queen's Jubilee approved.
Lighting of Courts: Reports of Town Clerk and Surveyor.
Proposed Tramways (Edgbaston): Order to be opposed.
Water Accounts: Loss of £5,468; proposal of Committee to deduct accumulated losses from the Reserve Fund rejected (34—5).
New Bye-laws (Water Department).
Feb. 15.—Address to the Queen adopted.
Watch: New police station in Bristol Road.
Gas Accounts: Profit £19,227.
Improvement Scheme: Report on financial position; contribution from the rates increased to £25,000.
March 1.—Town Hall organ; agreement with General Hospital approved.
New Bye-laws (street advertisements).
March 15.—Borough Justices; reply of Lord Chancellor; resolution of remonstrance.
April 5.—Report on Royal visit, March 23rd; Council congratulates Sir Thomas Martineau on knighthood.
Ship Canal Enquiry Committee constituted and instructed.
May 3.—Storm-water sewer to relieve flooding in Miles Street authorised (£6,000).
June 7.—Gift of three pictures by Henshaw from Mr. J. P. Phillips, Mr. Felix Hadley, Mr. John Padmore.
Vote of thanks to Mr. John Feeney for the Feeney Collection.
Statue of John Bright accepted.
Victoria Courts: Tender of John Bowen (£78,869) accepted.
Petition against Police Constables Pensions Bill.
Queen's Jubilee: Address of congratulation adopted.
July 5.—Mayor (Sir T. Martineau) accepts invitation to serve on the Royal Commission on Market Rights and Tolls.
Corporation Stock: Issue of £1,000,000, 3 per cent.; prospectus approved.
Gas: Grant of 300 yards of land to Saltley Local Board for improvement of viaduct approved; Committee reports unfavourably on proposal to pay Sunday labour at time-and-a-half; amendment instructing such payment carried (25—21).

1887—continued.

- July 5.—Purchase of property (£2,320) for widening Digbeth approved.
Tenders invited for advertising in the Market Hall.
Baths and Parks: Improvements at Woodcock Street (£175) and Burbury Street (£200).
Aug. 2.—Consent of the Queen to re-name Small Heath Park "Victoria Park."
Art Gallery: Gift by Sir Charles Robinson.
Finance: Issue of 5,000 more £10 mortgages at 3 per cent. authorised; interest on existing mortgages reduced to 3 per cent.; issue of £250,000 more 3 per cent. Stock authorised.
Oct. 4.—Gift of picture (Morland) by Mrs. Howard Luckcock.
New Bye-laws (new streets, courts, and buildings).
Allotments Bill: Amendments suggested by the Town Clerk adopted.
Central Tramways Company: Complaint of Chairman refuted.
Oct. 25.—Market Hall improvement authorised (£161).
Fire Brigade: Second steam fire-engine authorised (£450).
Victoria Park: Enlargement.
Nov. 2.—Councillor Pollack elected Mayor.
Dec. 20.—Resignation of Mr. Councillor Payton.
Sunday delivery of letters: Enquiry of Postmaster General; resolution against alteration carried (58—2).
Finance: Reluctance of Local Government Board to sanction new loan (£100,000) for Improvement Scheme; consent given.
Public Works: Norton v. Birmingham; Mr. Payton and the Central Tramways Co.; vote of £1,000 to cost of widening Saltley Viaduct.
Gas: Experiment to be made with prepayment meter.
Health: Margarine Act, 1887, referred to Health Committee; nine muffles for destruction of refuse (£2,650) and new tip (£1,305) authorised.
Acquisition of Rednal and Bilberry Hills: Letters from Mr. Grosvenor Lee and Lord Windsor.

1888.

- Jan. 3.—Greater Birmingham Scheme: Outline scheme to be submitted to Assistant Boundary Commissioner under Local Government Boundaries Act, 1887, approved in detail.

1888—continued.

- Jan. 8.—School of Art: New Branch School (Ellen Street) opened.
- Feb. 7.—Gift of Picture by Prof. W. B. Richmond, A.R.A.
 Estates: Addition to Superintendent's House at Wotton Cemetery (£350), structural alterations in the Town Hall (£100), and improvements in Council House quadrangle (£304) authorised.
- Water: Retirement of Ald. Avery from Water Committee; special report on requirements for five years; loan of £100,000 authorised.
- Public Works: Arrangements with Post Office for improvement of Hill Street, Pinfold Street, Paradise Street (£1,000).
- Feb. 21.—Gas Accounts: Profit £25,778.
- March 6.—Estimates: Mr. Clayton's Speech ordered to be printed.
- March 20.—Resolution conferring the Freedom of the Borough on the Right Hon. J. Chamberlain, M.P.
 Resignation of Mr. C. A. Carter, Assistant Solicitor.
- Fire Brigade: Report on fire at Marris and Norton's; additional equipment authorised.
- Ship Canal Enquiry: First report of Committee; Committee authorised to take steps to legalise Canal Trusts (20-17).
- March 28.—Freedom of the Borough conferred on Mr. Chamberlain.
- May 1.—Greater Birmingham Scheme: Report of proceedings before the Commissioner; Statement on behalf of the Corporation.
 Corporate Common Seal: New regulations for custody and use: machine adopted.
- Return of holidays allowed to persons in the employ of the Corporation.
- Local Government Bill: Report of Town Clerk approved; General Purposes Committee authorised to petition for amendments.
- Petition for amendment of Coroners Bill.
- Baths and Parks: Pump and tank at Victoria Park authorised (£788); offer of Rednal and Bilberry Hill by the donors represented by Mr. Grosvenor Lee and by Lord Windsor accepted.
- Tramways: Cable line completed.
- Messrs. Nathan's clock accepted.
- June 5.—Death of Ald. M. J. Hart (May 9).
 Councillor Pollack (Mayor) elected Alderman.
- Health: Quarantine Ward at the Fever Hospital (£1,600) authorised.
- New Bye-laws (Nuisances and Common Lodging Houses).

1888—continued.

- June 5.—Ship Canal Enquiry: Proposal to prepare a Bill empowering Local Authorities to assist Canal Trusts rejected (26-11).
- July 3.—Death of the Emperor Frederick: message of sympathy.
 Lunatic Asylums: Proposal to spend £31,000 on extensions at Rubery Hill rejected (36-12).
- Local Government Bill: Negotiations with the Local Government Board.
- Markets: Cost of alterations in old Fish Market (£4,842), and of new Fish Market (£44,376) reported: £970 to be borrowed to cover overdraft.
- Finance: New arrangements in respect of Justices Clerk's fees; new regulations for certifying accounts approved.
- Street improvement in Temple Row (£800) approved (31-10).
- Aug 7.—Resignation of T. C. S. Kynnersley, Stipendiary Magistrate.
 Gas: Memorials of workmen for holidays ordered to be reconsidered.
- Public Works: Committee declines to recommend Small Heath Bridge; proposals for improvement of River Rea.
- Health: N. S. Manning appointed Medical Superintendent of the Borough Hospital; investigation of the charges of sweating brought by the *Lancet*.
- Amendment of Bye-laws with respect to Nuisances.
- Oct. 2.—T. M. Colmore appointed Stipendiary Magistrate (Aug. 21).
- Water: Proposed loan of £100,000 reduced to £50,000 at the instance of the Local Government Board.
- Gas: Holidays conceded; return of increases of salaries.
- Oct. 23.—Resolution conferring the Honorary Freedom on Mr. P. H. Muntz.
- Oct. 31.—Honorary Freedom conferred on Mr. P. H. Muntz.
- Nov. 9.—Alderman R. C. Barrow elected Mayor. Incorporation of Aston Manor opposed.
 Local Government Act, 1888: Report of the Town Clerk.
- Electric Lighting: Messrs. Chamberlain and Hookham's application for a Provisional Order; General Purposes Committee instructed to enquire into the whole question.
- Dec. 4.—Instruction to Committees to report any proposed increase of salaries by £50 or more.
 Petition to the Queen in Council to confer the title of City.

1888—continued.

- Dec. 4.—Purchase of land (£360) for the extension of Newtown Row Wharf authorised.
Vote of censure on the Gas Committee for raising salaries lost (5—35).

1889.

- Jan. 8.—Letter (Dec. 10) from the Home Office, signifying the Queen's pleasure to raise Birmingham to the rank of a City.
Gift to Art Gallery (Mr. Richard Peyton).
New Fish Market appropriated.
- Feb. 5.—Death of Miss Ryland.
Electric Lighting : Conditional consent to Messrs. Chamberlain and Hookham's Order.
Corporate Arms : Application to the Earl Marshal.
Cemetery : Addition of six acres (£1,000) authorised.
Water : Accounts, profit £106 ; purchase of Daw Mill on the Bourne (£1,000) approved.
- Feb. 19.—Tramways : Central Tramways Bill to be opposed if not amended.
Gas : Accounts, profit £40,916.
- March 5.—Finance : Report on financial changes under the Local Government Act, 1888.
Improvement Scheme : Fire Insurance Fund authorised.
- March 19.—Loan of £50,800 for wood and granite paving authorised.
- April 2.—Death of the Right Hon. John Bright ; resolution.
Recommendation of the Boundary Commissioners to make all the City one parish approved.
Gas : Charges against Mr. Hack investigated and disproved ; report of Committee exonerating Mr. Hack approved (40—4) ; Mr. Hack's salary raised to £1,050 (25—17).
- May 7.—Reports of Industrial School and Health Committees.
- June 4.—Finance : Financial adjustment with Warwickshire under the Local Government Act, 1888 ; provisional arrangement.
Gas : Report on objections of Gas-fitters to the Gas-fittings Department approved ; amendment instructing the Committee to consider the discontinuance of the department lost (24—29).
Widening of Vauxhall Road (£150).
Tramways : Bristol Road, reconstruction authorised.
- July 2.—Artisans' Dwellings : Lawrence Street (Ryder Street) scheme authorised (45—7).
Licensing of Theatres delegated to City Justices.
J. Cox, Superintendent of Baths, appointed also Secretary of the Parks Department.

1889—continued.

- Aug. 6.—Report of the visit of the Shah of Persia (July 11).
Free Libraries : Three new Branch Libraries authorised. Proposal to purchase the Halliwell-Phillips Shakespearian Collection for £7,000 postponed.
Industrial School enlargement (£2,500).
Amendment of Bye-laws (Markets and Fairs).
- Oct. 1.—Vote of Thanks to Sir T. B. Lennard for loan of pictures.
J. St. S. Wilders elected Governor of King Edward's School.
Health : Resolution instructing the Committee to enquire into the relations between the Superintendent and the workmen of the Interception Department lost (7—38).
- Nov. 9.—Councillor F. C. Clayton elected Mayor.
School of Art : New Branch School (Victoria Street) (£3,500) authorised.
- Dec. 3.—Rednal Hill : Completion of purchase ; vote of Thanks to Mr. Underhill, Mr. R. Cadbury, and Mr. Grosvenor Lee.
Resolution in favour of the extension of boundaries.
Victoria Courts : Oak fittings (£2,642) authorised.
Change in local financial year ordered.
Free Libraries : Land appropriated for Spring Hill Branch Library. Proposal to purchase the Halliwell-Phillips Collection negatived.
Summerfield Park : Enlargement (£2,500) approved.
Improvement Scheme : Numerous memorials against leasing a site for a hotel ; lease approved ; amendment referring back lost (20—83).
- Dec. 17.—Gas : First trial of inclined retorts ; eight-hours shifts introduced.
Lighting of Courts : Public Works Committee instructed to consider.

1890.

- Feb. 4.—Financial Adjustment : Appointment of representatives on the Joint Committee to ascertain rateable values.
Police Force increased from 550 to 600.
Public Works : Proposal to provide means of lighting in selected courts approved ; Rea Improvement (£36,500) authorised ; sheds and mess-rooms at wharves (£2,180) ; street improvements, Park Street, Saint Clement's Road, Grange Road, Station Street.

1890—continued.

Feb. 18.—Health: Increase of wages (£300 per annum); suggestion that no charge be made to the Guardians in respect of cases at the City Hospital accepted.

Resolution in favour of levying rates on landowners carried (22—9).

March 4.—Gas Accounts: Profit, £70,837; wages of fitters raised.

Water: Revision of hours and wages; new well, etc., at Longbridge (£25,185) authorised; hydraulic power station (£12,500) approved.

Council House: Plans for cloak-room (£975) and external corridor (£1,530) approved.

March 18.—Bequest of three pictures by Mr. J. Beattie; gift of picture (Dawson) by Trustees.

Justices: Names proposed by the Lord Chancellor; resolution disapproving of the private submission of names.

Free Libraries: Saltley Road, land purchased and plans approved; Green Lane, freehold site (£3,075) purchase approved.

Baths: Proposal to appropriate part of the land at Green Lane for baths approved.

Police: Retirement of Inspector Fletcher.

April 1.—Town Hall Organ transferred to the custody of the Corporation (March 29).

MS. Book, records of public meetings 1826-1832, presented by Messrs. Wragge, Evans, Holliday, and Godlee.

Electric Lighting: Provisional Order promoted by the House-to-House Electricity Company opposed; Mr. Henry Lea retained as Consulting Electrician; Messrs. Chamberlain and Hookham's order transferred to the Birmingham Electric Supply Company; Victoria Courts to be lighted by electricity (£2,000); ordered that any application to break up streets be referred to the Public Works Committee.

May 6.—Gift of picture (Marks) by Mr. J. C. Holder.

F. C. Clayton elected Governor of King Edward's School.

Parks: Vote of £750 for laying out new part of Summerfield Park; report against purchase of the Old Pleck referred back.

School of Art: Acquisition on lease of land for extension (£286 per annum) approved.

Industrial School: Purchase of fire engine, etc., approved.

May 20.—Financial adjustment with Warwickshire: Agreement as to rateable value.

June 3.—Appointment of two Inspectors of Weights and Measures.

1890—continued.

July 15.—Resignation of Ald. Powell Williams, M.P.

F. C. Clayton (Mayor) elected Alderman. Financial adjustment: Appeal to the Commission; statement of the case for the Corporation.

Gas: Improvements (£1,025) at Saltley, and purchase of a briquette-making machine (£1,075) authorised; report of the Committee and the Town Clerk on gas-testing.

Public Works: Powers of Council under 46 to 62 of the Consolidation Act (Private Street Works) delegated to the Committee; extension of Holliday Street Stable (£2,150) authorised; salary of J. T. Buckley, Road Surveyor, raised to £500.

New Bye-laws, Bell Street Market; new bye-laws, Sale of Coal; enlargement of Weights and Measures Office.

Health: Resignation of J. Wilkinson, Superintendent of the Interception Department; consideration postponed until after investigation of Councillor Towler's charges against the Health Committee.

July 29.—(Special Meeting).—Mr. Wilkinson's resignation accepted.

Technical Instruction: Report of Museum and School of Art Committee; scheme for central Technical School approved; offer of Midland Institute to let rooms accepted; vote of £2,500 to be spent by Technical School Committee when appointed.

July 29.—(Quarterly Meeting). First appointment of the Technical School Committee.

Improvement Scheme: Lease to Salvation Army approved (41—8).

Parks: Acquisition of part of the Old Pleck approved, rental £241; vote of £2,100 for laying out.

Police: Suggested return to eight-hours shift disapproved (30—2); addition to Wellington Road Sub-station (£167).

Resolution congratulating Sergeant Bates, Queen's Prizeman.

Oct. 7.—Report of the Mayor and of the Health Committee on the investigation of Councillor Towler's charges; resolution of confidence in the Health Committee adopted.

Water: Committee instructed to obtain advice and report on further powers and new sources required to meet future demand.

Oct. 21.—Cemetery: Salary of W. S. Aston, superintendent, raised to £300.

Fair Wages Clause: Principle affirmed; General Purposes Committee instructed to frame regulations.

1890—continued.

- Nov. 10.—Ald. F. C. Clayton re-elected Mayor.
Muntz Trust.
Gift of Architectural Drawings by Ald. Kenrick, M.P.
Police: New Sub-station, Bridge Street West; new scale of pay; maximum scale of pensions under Police Act, 1890, adopted.
- Nov. 25.—Representation to the Local Government Board as to alteration of Borough Boundaries adopted.
Victoria Courts: Tenders for furniture and fittings (£7,283) accepted.
Report on superannuation; no steps to be taken pending legislation.
Electric Lighting: Notices received under the Act referred to the Public Works Committee.
- Dec. 2.—Gas Testing: General Purposes Committee instructed to consider means of securing independent tests.

1891.

- Jan. 6.—Gifts of MSS., Books, and Ivories from Mr. Samuel Jevons.
Markets: Montague Street Pig Market scheme (£12,500), and purchase of land for Dead Meat Market (£33,770), approved; Dismissal of Market-inspector Latham; Committee instructed to consider charges brought by Latham against Mr. Birkley.
- Feb. 3.—Petition in favour of Registration Acts Amendment Bill.
Boundaries: Report of negotiations with Balsall Heath, Harborne, Saltley, and Little Bromwich.
Resignation of Mr. Richard Ball, Deputy Town Clerk, after fifty years' service.
Fair Wages clause in contracts: instruction to committees.
Public Works: Experiment in ventilation of sewers; arrangement with Colmore Trustees for street improvements.
Tramways: Conditional assent to Provisional Order of Central Company for new lines.
Electric Lighting: Conditional consent to Provisional Order of Birmingham Electric Supply Company.
Health: W. Holt appointed Superintendent of Interception Department; Infectious Diseases (Prevention) Act, 1890, adopted; Regulations with respect to Dairies, Cow-sheds, and Milkshops, adopted.
Housing of the Working Classes Act, 1890: referred to Health Committee and Improvement Committee; Part III. adopted.
Improvement: Site at corner of Newton Street to be cleared.

1891—continued.

- Feb. 24.—Artisans' Dwellings: scheme for 82 in Lawrence Street (£14,000) adopted; amendment referring back lost (13—42).
Industrial School: Cost of extension (£2,705) reported.
Boundary: Further report of negotiations.
Financial Adjustment with Warwickshire: report of proceedings before the Commission (Dec. 9, 10, 1890).
Baths and Parks: Improvement at Woodcock Street (£210) authorised; Old Pleck to be named Walmer Recreation Ground.
Town Hall: Structural improvements (£5,967) and redecoration (£2,500) authorised.
- Public Works: Wood and granite paving of certain streets; Henry Lea appointed Electrical Inspector, and John Knight Chief Engineering Assistant to Borough Surveyor. Edwin Hotherhall and Gerald Watts appointed Assistant Inspectors of Nuisances.
- March 24.—Letter from the Prince of Wales, accepting invitation to open the Victoria Courts.
- April 7.—Charles Edward Mathews appointed Clerk of the Peace.
Welsh Water: Report of Committee; debate adjourned.
- April 21.—Welsh Water: Water Committee authorised to obtain further reports from Mr. Mansergh and Mr. Gray, and to proceed with plans and references; report approved.
- May 5.—Table of Fees payable to Police Constables (Police Act, 1890) adopted.
Police Stations: Newton Street site approved for central offices; erection (£10,000) authorised; addition to Bridge Street Sub-station.
Summerfield Park: Extension authorised.
Free Libraries: Purchase of leasehold interest, Green Lane site.
Town Hall: Additional vote of £3,333 for improvement.
- May 26.—Gift of picture (Chevallier Taylor) by Mr. Richard Peyton.
Resolution in favour of admitting the Press to meetings of Governors of King Edward's School rejected (14—29).
Gas: Additions to plant; experiments in purifying processes; accounts, profit £36,785.
Gas-testing: Dr. Tilden appointed Examiner.
Water: Discontinuance of indoor plumbing work by the Department approved; accounts, profit £2,846.

1891—continued.

June 2.—Financial adjustment; distribution of Local Taxation Licenses and Probate Duty Grant.

Technical School: Courses of study; revision of duties and salaries of teachers.

Petition adopted against Bill to amend the law in respect of illegal possession of Game.

July 7.—Gift of picture (Watts) by Trustees.

July 28.—Report of the visit of the Prince and Princess of Wales (July 21).

Resignation of F. E. F. Barham, Assistant Solicitor.

Re-arrangement of Polling Districts.

Gas: Regulations for Superannuation Funds approved.

Tramways: Central Tramways Order (use of electricity) withdrawn in consequence of the opposition of the Telephone Company.

Markets: Additional vote of £1,383 for land for Dead Meat Market.

Health: Outbreak of Smallpox.

School of Art: Extension (£15,000) approved.

Oct. 2.—Death of Henry Hawkes, Coroner (September 26); Joseph Ansell appointed interim Coroner; resolved to remunerate the Coroner by salary in lieu of fees.

Oct. 13.—Extension of Boundaries: Final report on proceedings.

Victoria Courts: Report on first Assizes (July 20).

J. Bell appointed Assistant Solicitor.

Welsh Water: Unanimous adoption of the scheme.

Watch: Re-arrangement of Police and Fire Brigade after the extension of the City.

Technical School: Vote of £500 for apparatus.

Markets: Report on charges against Mr. Birkley; Mr. Birkley admonished; resolution calling upon him to resign lost (17—22).

Nov. 9.—Councillor E. Lawley Parker elected Mayor.

Alfred Ash and F. E. Hallam elected additional Aldermen.

Gift by W. J. Wainwright of his portrait of F. H. Henshaw.

Technical School: Council constitutes itself a Local Committee under the Department of Science and Art, and delegates powers to Technical School Committee.

Nov. 24.—John Avins Trust.

Welsh Water: Approval of the Bill (50—3, subsequently corrected to 56—1).

Dec. 1.—Town Clerk permitted to retain his salary as Solicitor to the Drainage Board (44—22).

1891—continued.

Dec. 1.—Compensation to R. Weekes approved (84—28).

Oliver Pemberton appointed Coroner.

1892.

Jan. 5.—Gift of picture (Millais) by Ald. Kenrick, M.P.

Parks: Vote of £3,500 for laying out Balsall Heath Recreation Ground, and of £2,550 for laying out Summerfield Park extension.

Baths: New heating apparatus (£900), Northwood Street.

Gas: Hours of labourers and others reduced from 54 to 53; report on prepayment meters; salary of Accountant raised to £300.

Harborne Free Library (£2,400) approved.

Jan. 22.—Death of the Duke of Clarence (Jan. 14); addresses of condolence.

Feb. 2.—Electric Lighting: Scale of fees for inspection.

Street improvements authorised: New Street from Montgomery Street (£1,464); Bailey Street and Potter Street (£450); improvements in added districts (£13,000).

Hockley Brook Improvement: Continuation authorised (£1,900).

Ventilation of Sewers: Further report.

Technical School: Hire of premises in Baskerville Place.

Police: Appointment of Divisional Surgeons; extension of merit stripes to sergeants; further expenditure (£230) on Bridge Street Sub-station.

March 1.—Finance: Arrangement for differential rating.

Financial Adjustment: Agreement confirmed by order of the Commission (Dec. 16, 1891).

Compensation to officials of added districts; arrangements for collecting rates in added districts.

Three per cent. Stock: Issue of £250,000 authorised.

Health: Arrangements for sanitary work in added districts; ten refuse destructors (£2,750) authorised.

Council House: Cleaning, decoration, and sanitary improvement authorised.

March 15.—Improvement Rate made.

April 5.—Hospital: Purchase of land from Lunatic Asylum (£3,218) and boundary wall (£525) approved.

Markets: A. Wiltshire appointed Assistant Inspector; regulations for verification, inspection, and stamping of weights and measures, and weighing and measuring instruments approved.

1892—continued.

- April 5.—Watch : Salary of J. Farndale, Chief Constable, raised to £900 (37—9), and salary of A. H. Tozer, Superintendent of Fire Brigade, to £450 (32—6).
- May 3.—Death of Councillor Thomason.
Objection to Schedule of Tolls submitted by Birmingham Canal Navigations.
Improvement Scheme : Surplus of Income reported for the first time.
Technical School : Vote of £3,000 for fittings, apparatus, and tools.
- May 24.—Gas accounts : Profit £22,144.
Free Libraries : Tender for Small Heath Library (£5,600) accepted ; vote of £1,160 for improvement of Adderley Park Library.
- June 14.—Finance : Special rates in added districts to liquidate liabilities.
Norton v. Birmingham : Terms of settlement approved.
Warwick & Birmingham Canal Company v. Birmingham : Terms of settlement approved.
Street Improvement : Graham Street (£175) approved.
- July 5.—Special rates for added districts made.
- July 28.—Extension of Hockley Brook Improvement.
Welsh Water : Report on Parliamentary proceedings ; the Act referred to the Water Committee ; amendment postponing the scheme lost (3—50) ; honorarium of 1,000 guineas to the Town Clerk voted (32—18).
Water accounts : Profit £3,612.
- Oct. 4.—Resignation of Ald. Avery ; Councillor Lawley Parker, Mayor, elected Alderman.
Resolution conferring the Honorary Freedom on Mr. Avery.
Town Clerk's report on legislation of 1892 : the Acts referred to several committees.
Gas : Dr. Colman appointed Analyst at Saltley ; salary of J. W. Morrison, Superintendent at Saltley, raised to £300.
Proposal to take over Saint Paul's Churchyard withdrawn.
Town Hall : Scale of charges approved.
Montague Street Pig Market appropriated.
- Oct. 18.—Report of presentation of the Freedom to Mr. Avery (October 14).
Coroner's Inquests : Schedule of Fees.
Markets : Resignation of Mr. Birkley.
Offices of Superintendent of Markets and Chief Inspector of Weights and Measures ordered to be separated.
Baths : Improvement of Kent Street (£400) authorised.
Free Libraries : Further vote of £377 for Adderley Park.
Technical School : Report on first year's operations.

1892—continued.

- Nov. 9.—Ald. Lawley Parker re-elected Mayor.
Salary of Clerk to the Justices raised to £2,580.
- Dec. 6.—Victoria Court : Regulations for use of Library ; total expenditure reported (£113,354).
Salary of Mayor's Secretary raised to £300.
Technical School : Purchase of land for permanent school (£11,888) approved (43—2).

1893.

- Jan. 3.—Death of Ald. Downing (January 1).
Applications of Recorder and Stipendiary Magistrate for increase of salary refused.
Blue-Coat School : Resolution disapproving of Charity Commissioners' Scheme.
Finance : Report on negotiations with Inland Revenue on repayment of Income Tax on loans.
Ground-rent ordered to be paid to Improvement Committee in respect of Victoria Courts (£1,650) and Central Police Office (£300).
Water : Revised scale of water-rents ; resignation of Mr. Starkey, retiring allowance of £250 granted.
Shop Hours Act : J. Parker appointed inspector.
- Feb. 7.—Gift of architectural drawings by Ald. Kenrick, M.P.
Report of Town's Meeting (January 18) to protest against Blue-Coat School Scheme.
Councillor Brinsley elected Alderman.
Bridge over River Cole at Stechford.
Tramways : Central (Cable) Tramways Order withdrawn ; concessions asked by the Company refused.
Granite and wood paving (£25,638) authorised.
Hire of land for dépôt at Harborne.
New Bye-laws : Whirligigs, swings, and shooting galleries.
Health : Salary of J. Parker, Inspector of Nuisances, raised to £300.
Markets : Regulations for earthenware measures approved ; F. H. Edwards appointed Superintendent of Markets ; Allan Granger appointed Chief Inspector of Weights and Measures.
Gas : Enlarged trunk mains from Windsor Street (£3,500).
Lunatic Asylums : Extension of Rubery Hill (£25,000) approved.
- March 7.—Footbridge over Rea to Calthorpe Park (£225) authorised.
Limitation of Hours of Labour : Question referred to the General Purposes Committee.

1893—continued.

March 28.—Town Clerk announces his appointment as a member of the Royal Commission on the Unification of London.

Vote of Thanks to Mr. G. Maculloch, of Melbourne, for loan of pictures.

Police: Appointment of a Deputy Chief Constable approved; Inspector under Petroleum and Explosives Acts appointed.

Meat Market: Purchase of leasehold interests (£3,000) authorised; action at law against D. J. Foster and others for infringement of market rights begun.

May 2.—Gift of 22 pictures by Sir John Gilbert, R.A.

Improvement: Report of completion in January of Lawrence Street houses; honorarium of £150 voted to A. H. Davis, Manager, for extra services (42—20).

Technical School: George Mellor appointed Secretary.

May 16.—Gas: New Labour-saving Machinery; accounts, profit £27,966.

Welsh Water: Decision to construct works in Eln Valley departmentally.

Water: E. Antony Lees appointed Secretary; system of insuring water fittings ordered to be discontinued; accounts, profit £4,092.

June 6.—Art Gallery: Alteration of galleries (£630) approved.

Finance: Settlement of claims of officials in added districts.

Public Works: Storm-water conduit in Ladywood (£4,875); additional stabling, Holliday Street (£6,000) authorised; salary of John Knight, Engineering Assistant, raised to £400.

July 4.—Addresses of congratulation on the marriage of the Duke of York.

Technical School: Establishment of six maintenance scholarships.

July 25.—Victoria Courts: Amended regulations for the Library.

Salary of J. Bell, Assistant Solicitor, raised to £400 (30—10).

Conditional assent to Provisional Order of Electric Lighting Company.

Special report of General Purposes Committee on the suggestion that the Corporation should find work for the unemployed.

Report of the General Purposes Committee rejecting the suggested limitation of hours of work; rider reaffirming the principle of 58 hours limit rejected (6—47).

Health: Smallpox epidemic; purchase of land in Yardley Road (£4,975) for hospital approved, and £33,506 voted for building; special report on Infant Mortality.

1893—continued.

July 25.—Technical School: Designs of Essex, Nicol, and Goodman accepted; estimate £48,750 approved.

Aug. 3.—Special meeting to pass a resolution on the death (July 28) of Ald. Sir Thomas Martineau.

Oct. 10.—Gift of picture (North) by Ald. Kenrick, M.P.

Ald. Pollack elected Governor of King Edward's School.

Councillor W. Shammon elected Alderman.

Free Libraries: Cost of Bloomsbury Library reported, £5,052; Spring Hill, £6,000.

Markets: Report on forfeiture of the "Lord Nelson" license.

Nov. 9.—Ald. G. J. Johnson elected Mayor.

Finance: Provisional Order to enable District Auditor to audit the Improvement Rate applied for.

Dec. 5.—Death of Councillor Whateley.

Gift of three houses by Mr. C. B. Holinsworth.

Councillor J. H. Lloyd elected Governor of King Edward's School.

Gas: Price raised 3d. a thousand feet.

Health: Further report on Smallpox.

1894.

Jan. 2.—Canal Tolls: Report of proceedings.

Legislation of 1893: Acts referred to several committees.

Resolution in favour of an Autumn Assize.

Baths and Parks: Purchase of land for Balsall Heath Baths and Library (£3,900) approved (45—16).

Public Works: Hockley Brook, further improvement (£4,500) authorised; Rea improvement, cost reported £43,676; Carr's Lane, land purchase (£3,000) for widening approved (36—13); Allison Street improvement, land purchase (£904) approved.

Feb. 6.—Death of Ald. Shammon (Jan. 4). T. S. Fallows elected Alderman.

Water: Revised scale of charges for service laying; special report on breakdown of supply.

Welsh Water: The navy settlement and canteen; resolution postponing the scheme rejected (6—52).

Feb. 20.—Health: Tender for Yardley Road Hospital; further report on Smallpox.

Markets: Further purchase for Meat Market (£1,350) approved; cost of Pig Market reported (£16,841); electric lighting of Market Hall (£1,000) approved.

Bye-law made under Protection of Children Act.

1894—continued.

- March 6.—Finance: Re-assessment of Aston.
- April 3.—Technical School: Estimate accepted.
School of Art: Completion of extension and opening (Sept. 9, 1893) reported.
- May 1.—Report on Local Government Act, 1894: Powers delegated to Committees.
Improvement: Official representation in respect of two areas; Milk Street area declared unhealthy; improvement scheme ordered (54—10).
Racecourse: Resolution disapproving of racecourse and in favour of municipal powers to license adopted.
- May 22.—Gas accounts: Profit £24,552.
Markets: Report on the action Birmingham v. Foster and others; agreement with the pigdealers for demise of Bordesley Street saleyard to the Corporation; plans of Essex, Nicol and Goodman for Meat Market accepted; vote of £48,000.
- June 5.—Water: New fishing regulations; accounts, surplus £26,928; error in statistical forecast disclosed.
Markets: Appropriation of Bordesley Street Saleyard.
Town Hall: Estates Committee instructed to consider salary for Organist (27—2).
- July 3.—Loyal addresses on the birth of a son to the Duke of York.
Resolution of abhorrence and regret on the assassination of the President of the French Republic.
Industrial School: Water supply (£500) authorised.
Blue-Coat School: Amended Scheme.
Grant of Autumn Assize reported.
Canal Tolls: Petition entered against the Bill of the Board of Trade.
Tramways: Consent to overhead wires (Bristol Road) refused.
Public Works: Vote of £5,200 for Harborne Depot.
Provisional agreement for the sale of the Public Offices approved.
- July 31.—Gift of picture (Fred. Walker) by Trustees.
Gift of portrait of Mr. Avery by Mr. W. B. Avery.
Gas-testing: Dr. J. H. Poynting appointed Examiner.
Canal Tolls: Compromise with the Company reported.
Local Government Act: Order made for the distribution of Birmingham Guardians among the twelve Wards.
Widening of Moor Street (£2,000) approved.

1894—continued.

- July 31.—Extension of the Scarlet Fever Hospital (£38,000) approved.
Free Libraries: Cost of Small Heath Library reported, £27,444; vote of £300, shelving at Reference Library; and £5,500 Moseley Road Library.
Water: Resignation of J. W. Gray, Engineer; retiring allowance of £600 voted (80—25).
Baths and Parks: Trial borehole for Green Lane Baths (£1,500) authorised; land near Highgate Park to be sold to the School Board.
School of Art: Cost of extension reported, £17,798.
Acquisition of Saint Paul's Churchyard, and vote of £2,600 for fencing and planting approved.
Town Hall: Salary of £150 for Organist approved.
- Oct. 9.—Conveyance of fee simple of Calthorpe Park to Corporation reported.
Death of Ald. Barrow (October 2).
Report of visit of the Duke and Duchess of York (September 8).
Report of General Purposes Committee on Betterment.
Resignation of J. Bell, Assistant Solicitor.
- Nov. 9.—Ald. T. S. Fallows elected Mayor.
Councillor E. W. Bowkett elected Alderman.
E. V. Hiley appointed Assistant Solicitor.
Meat Market: Amended estimate, £58,000, approved.
- Dec. 4.—Gas: Stoking machinery, £14,119; arrangement for local collection of accounts; price of gas reduced by 3d.
New Bye-laws: Porters, drovers, and carriers.
New City Hospital: Vote of £3,000 for fence (39—24).

1895.

- Jan. 1.—Finance: Extension of the City, financial adjustment with Warwickshire.
- Feb. 5.—Death of Councillor Eli Bloor.
Creation of £1,000,000 and issue of £500,000 3 per cent. Stock.
General Purposes Committee: Report on licensing of Racecourses, and duties and powers of Elective Auditors.
Report on Legislation of 1894; Acts referred to several Committees.
Public Works: Stoney Lane sewer, agreement with King's Norton; Stratford-on-Avon Railway Bill.
Technical School: Dr. W. E. Sumpner appointed Principal; proposal for fittings, etc. (£27,420), postponed.

1895—continued.

March 5.—Technical School: £14,000 voted for fittings, £4,000 for apparatus, £3,340 for commissions, etc.; tender of £8,080, electric light fittings, reported but not approved.

Finance: Special report on estimates.

March 19.—Baths and Parks: Adderley Park improvement, £500 authorised; instruction to consider free opening of open-air baths lost (19—39).

Health: Further report on smallpox; Little Bromwich Hospital reported as finished.

Technical School: Vote of £8,080 for electric light and motive power.

May 7.—Improvement Scheme: Accounts, further reduction of amount required from rates.

Police: Inspector Van Helden appointed Superintendent of Detective Department; female attendant at central lock-up authorised.

May 21.—Gas accounts, profit £30,448; proposal to increase salary of Henry Hack, Engineer, to £1,200 lost (22—39); salary of W. J. Morrison, assistant engineer, raised to £350.

Water: Henry Davey appointed Consulting Engineer; proposal to increase salary of secretary to £800 lost (26—28); salary of W. Raynes, acting engineer, increased to £300 (22—21, and of W. Gray, acting engineer, to £250; accounts, surplus £12,226; report on frost and gale.

June 11.—Death of Councillor Hugh Thomas.

Improvement: Resignation of A. H. Davis, Manager.

Finance: Capital expenditure, new instructions to committees; death of last Corporation annuitant; financial adjustment with Staffordshire.

Gas: Salary of S. R. Barrett, Fittings Superintendent, raised to £400 (29—17).

Technical School: Proposed day school; debate adjourned.

July 2.—Technical School: Proposal to establish day school withdrawn; proposed revision of duties and salaries of teaching staff rejected (15—42).

Report on the visit of Shahzada Nasrulla Khan.

Resolution in favour of Sunday concerts in the Parks adopted (39—5).

July 30.—Blue Coat School: First appointment of Representative Governors (Councillors Adie and Reynolds).

Public Works: Cleansing of central streets by night.

1895—continued.

July 30.—Improvement: Appointment of Peter Addie as Manager reported.

Milk Street Improvement Scheme: Provisional Order confirmed.

Oct. 1.—Water: Eight-hours shifts introduced. Welsh Water: Application to Parliament for further powers approved.

Nov. 9.—Councillor James Smith elected Mayor.

Nov. 26.—Draft of Water Bill approved.

December 3.—Observations of the Town Clerk on the Report of the Secondary Education Commission.

1896.

Jan. 7.—Report on legislation of 1895; Acts referred to several committees.

Proposed increase of salary of Stipendiary Magistrate negatived (24—40).

Finance: Final report on financial adjustment with the counties of Warwick, Worcester, Stafford.

Baths and Parks: Gift by Lord Norton of £100 for improvement of Adderley Park acknowledged; suggested recreation ground in Ladywood not approved by the Committee; instruction to Committee to acquire and lay out the ground carried (33—26).

Markets: New Bye-laws to prevent sales by sample approved; proposal to lease cold stores in Meat Market to Linde Company withdrawn.

Welsh Water: Terms of Mr. Mansergh's remuneration disclosed.

Memorial to Board of Trade asking for legislation to remove restrictions on mechanically-propelled vehicles adopted.

Feb. 4.—Addresses of sympathy on the death of Prince Henry of Battenberg.

Gift of painting (Flora Reid) by Mr. George Myers.

Police: Increase of the force by 30 men approved.

Fire Brigade: Superannuation scheme approved.

Tramways: Overhead wires on Nechells route approved (36-15).

Public Works: Report on completion of Hockley Brook improvement; proposal to turf and plant open space by Chamberlain Memorial rejected.

March 3.—Markets: Lease of cold stores to Linde Co. authorised.

Health: Report on vanmen's strike.

March 17.—Death of Councillor Jacobs (March 17).

1896—continued.

March 17.—Public Works: Stoney Lane sewer, award of arbitrator reported; Couchman Road sewer (£800), paving in Saltley and Harborne (£800), pumping station in Argyle Street (£2,200) authorised.
Free Libraries: Extension of Gosta Green Library (£200) authorised.

May 5.—Death of Councillor Kimberley (May 1).
Gift of seven acres of land for extension of Cannon Hill Park by Mr. J. C. Holder.
Superannuation Scheme for officials approved (54—8); Committee on Rules.
Resignation of W. S. Till, City Surveyor; rearrangement of duties of this office approved.

May 19.—New City Justices.
Petition in favour of the proposal in the Education Bill to give to the Council discretionary power to check increase of the School Board Precept adopted (45—13).
Gas: Addition of Carburetted Water Gas Plant, expenditure of £60,000 authorised by Committee; resolution regretting that the Committee did not first ask the authorisation of the Council lost (9—31); accounts, net profit £25,000.
Improvement: Milk Street, further purchases, making total £6,000; land advertised for sale for artisans' dwellings; appropriation of land for Fire Brigade Station approved.

June 2.—Title of Lord Mayor: Letter from the Home Secretary; resolution congratulating the Lord Mayor and Lady Mayoress.
Gift of picture, "The Finding of the Saviour in the Temple" (W. Holman Hunt), by Mr. John T. Middlemore.
Estates: Opening of St. Paul's Churchyard (March 31) reported; Town Hall, re-flooring (£300) authorised; panel paintings.
Resolution in favour of equal treatment of Board and Voluntary Schools moved; motion to proceed to the next business carried (27—19).

June 16.—Title of Lord Mayor: Letters Patent received.
Technical School: Report of inauguration of the new school (Dec. 13); scheme for women's classes approved (34—17).
Amendment of Regulations respecting the marking of tare weight on coal carts.
Police: Sub-station at Harborne (£1,600) authorised; Bye-laws (Hackney Carriages; Omnibuses, Brakes, etc.; Locomotives) approved.

1896—continued.

July 7.—Water: Additional engine power at Aston (£3,014); acquisition of Perry Sinking as new source approved; new distribution mains (£2,557); accounts, surplus £17,708; public fountains transferred to the Public Works Committee.

Tramways: Terms of proposed conditions of transfer of the Central Tramways to Messrs. Ross and Mackenzie reported and approved; amendment to defer consideration lost (14—41); amendment to seek powers to enable the Corporation to work the tramways lost (23—33).

July 14—Issue of £500,000 2½ per cent. Stock approved.

July 28.—Superannuation and Pension Scheme for workmen approved.
John Price appointed City Surveyor.
Baths and Parks: Vote of £800 for laying out St. Mark's Recreation Ground; Bye-laws in respect of Parks, Public Walks, etc.
Industrial School: Agreement with London School Board for reception of boys approved.
Gas: Building of Gas-meter Testing Station in Sheep Street approved

Oct. 6.—Appointment of the Town Clerk as a member of the Commission on Local Taxation reported.
Drainage Board: Additional members allotted to Birmingham.
Report on Legislation of 1896; Acts referred to several Committees.
Water Committee instructed to consider desirability of gauging by meter the quantity of water used in a given area.

Nov. 9.—Councillor James Smith re-elected Lord Mayor.
Superannuation Scheme amended; service with companies or undertakings transferred to the Corporation to count (57—5).

Nov. 17.—Meat Market: Vote of £10,143 for electric light installation (59—6); £2,610 for lifts, etc.; £5,533 additional fittings; purchase of freehold land in Jamaica Row (£7,300) approved; report approved (55—4).

Dec. 1.—Water; Death of J. W. Gray; increase of salary of the Secretary to £500 approved (60—7); rearrangement of engineering supervision approved (49—7); report on lowering and relaying mains.

Finance: Adjustment with Staffordshire in respect of Police pensions, completing the financial adjustment consequent on the Extension of the City.

1897.

Jan. 5.—New Bye-laws for good rule and government.

Fire Brigade: Extension of Chief Station (£2,500) approved.

Vote of £600 to lay out new addition to Cannon Hill Park.

Milk Street: Scheme for dealing with the land discussed and withdrawn.

Feb. 2.—Gift of Mace by Messrs. Elkington and Co. accepted (38—22).

Increase of Salary of Assistant Solicitor to £400, and of Lord Mayor's Secretary to £350, approved.

Report of the General Purposes Committee on control of the Drainage Board and Exemption of Mason College from local taxation.

Tramways: Report on objections to Tramways Bill, 1897; instruction to Committee to confer with the Company with a view to improving conditions of labour accepted and approved.

Street Improvements: Digbeth (£15,500) approved; Committee instructed to consider widening of Bull Street.

Gas: Duplication of Water-Gas Plant (£43,000) approved; salary of Chemist raised to £350.

March 2.—Councillor James Smith appointed Governor of King Edward's School.

Health: Salary of Veterinary Superintendent raised to £600.

Return of Buildings exempt from rates; assent given to proposed exemption of Mason College.

Salary of the Deputy Treasurer raised to £600 (42—18).

Gas: Gas-holder and tank at Nechells (£72,000) authorised.

Free Libraries: Alteration and extension of Deritend Library (£1,500) approved.

March 16.—Death of Oliver Pemberton, Coroner (March 7).

Salary of J. Beaumont Jones, Clerk to the Council, raised to £400.

Queen's Jubilee: Recommendations of the General Purposes Committee approved.

Markets: Report of attempt to get modification of the Swine Fever Order; salary of Markets Superintendent raised to £350.

Technical School: Scheme for Day School approved; modification of Scholarship Scheme approved.

April 6.—Isaac Bradley appointed Coroner (49—6).

Welsh Water: Report on Dderw Estate arbitration.

1897—continued.

April 6.—Lunatic Asylum: Hiring of Sandwell Hall (£300 per annum) approved.

Council House: Lift and Coal Cellar (£700) approved.

Winson Green allotments.

May 4.—Gift of land by subscription for Park at Harborne.

Resolution instructing the General Purposes Committee to consider purchase of the Electric Light undertaking.

June 1.—Address to the Queen approved.

Gas Accounts: £35,250 profit.

Markets: Appropriation of Bordesley Street Saleyard rescinded.

Public Works: Street improvements (£3,800), improvements of sewers and streams (£2,900), widening of Spring Hill Canal Bridge (£200), improvement of River Rea and widening of Edgbaston Road (£14,000), and Stoney Lane watercourse improvement (2,600), approved.

Gift of land by Lord Calthorpe for a Rotten Row; vote of £3,500.

Proposal to substitute "trades union rate" for "minimum standard rate" of wages in the fair-wages clause rejected (7—33).

June 29.—Gift of three pictures (Turner, Dyce, Linnell) by Trustees.

Water accounts: Surplus £25,812.

Tramways: Report of abortive negotiations with the City of Birmingham Tramways Company.

July 27.—Offer of a statue of the Queen by Mr. W. Henry Barber accepted.

Public Works: Underground conveniences in Old Square and Bull Ring (£4,000) authorised; land purchase for Bull Street improvement (£29,000) authorised (33—26); contribution of £2,750 for widening Steelhouse Lane, widening of roads in Saltley (£2,000), other street improvements (£525), and sewage works in Alum Rock Road (£750), approved.

Lunatic Asylums: Purchase of Holly Moor Farm for new Asylum (£10,000) approved.

Gas: Salary of Henry Hack (Engineer at Saltley) raised to £1,200 (40—13).

Health: Cost of City Hospital, Little Bromwich, reported (£48,978); arrangements for treatment of diphtheria by antitoxin reported; Refuse Destructor (£12,510) at Montgomery Street authorised; salary of Superintendent of Interception Department raised to £450.

Baths at Green Lane, Small Heath (£25,000) authorised.

1897—continued.

- Oct. 12.—Resolution congratulating the Lord Mayor (Sir James Smith) on knighthood.
 Gift of statue of Dr. R. W. Dale.
 Lunatic Asylums: Recommendation to appoint Martin and Chamberlain architects of new Asylum rejected; amendment instructing competition carried (32—30).
 Police: Report on murder of P.C. Snipe; increase in scale of pay approved.
 Fire Brigade: Regulations for superannuation fund approved.
 Technical School: Appointment of W. M. Heller as Head Master, and of three Assistant Masters (day school) reported; salary of Secretary raised to £300.
- Nov. 9.—Councillor C. G. Beale elected Mayor.
 Resolution of sympathy on death of the Duchess of Teck.
 Markets: New Meat Market (opened October 27) appropriated.
- Dec. 7.—Gift of picture (Bouguereau) by Mr. Charles Harding.
 Report on visit (July 7) of Princess Christian.
 Superannuation: Report of Provisional Order (Royal Assent August 6); Scheme referred to Finance Committee.
 Invitation to the Royal Agricultural Society to hold the 1898 Show at Four Oaks.
 Baths and Parks: Vote of £1,800 for well, Moseley Road, and £2,000 for laying out Park at Harborne.
 Public Works: Stabling, etc., Edwardes Street (£4,000) authorised.
 Improvement: Salary of Manager raised to £350 (45—9).

1898.

- Jan. 4.—Invitation to Sanitary Institute to hold 1898 Congress in Birmingham.
 Freedom of the City conferred on Mr. George Dixon, M.P.
- Feb. 1.—Report of Lord Mayor on presentation of the Freedom to Mr. Dixon (Jan. 15); death of Mr. Dixon (Jan. 24); resolution of sympathy.
 Gas: Estimate of capital outlay on extension of plant 1898—1902 (£386,000) approved; amendment to refer back lost (23—41).
 Public Works: Continuation of Harold Road (£1,500), improvement of Bread Street, Digbeth, Arden Road, Green Lane (£4,400); sewerage works (£2,960), wood-paving of Hagley Road (£10,000), covering of Spark Brook (£800), stables at Harborne Wharf (£500) approved.

1898—continued.

- Feb. 1.—Health: Measures for prevention of diarrhoea reported; proposal to use powers of Public Health Acts for cleansing of courts approved.
 Markets: Purchase of leasehold interest (Sherlock Street East) (£2,500) approved.
 Improvement: Resignation of Peter Addie, Manager.
 Water: System of authorising plumbers revived.
- March 1.—Death of W. S. Till, late Surveyor.
 Gift of picture (Reynolds) by Trustees; exchange of picture (Briton Riviere) accepted.
 Ald. Edwards elected Governor of King Edward's School.
 Report by General Purposes Committee on proposal to compel disclosure of names of sub-contractors; resolution repeating proposal lost (11—35).
- March 15.—Public Works: Widening of Cherry Street (£12,300) approved (35—11); vote of £1,650 sewerage works; and £600 contribution to widening of G.W. railway bridges.
- April 5.—Free Libraries: Resignation of J. D. Mullins, Chief Librarian, reported; appointment of A. Capel Shaw.
 Contribution of £1,000 to cost of widening Cherry Street by Messrs. Wilkinson and Riddell accepted.
 Salary of John Price, City Surveyor, raised to £1,000 on his resignation of office under the Drainage Board (30—20).
 Main Drainage (between Balsall Heath Road and Edgbaston Road: Vote of £5,000. New Regulations (Allotments) approved.
 Town Hall: Gift of upholstered seats.
- May 3.—Gift of portrait of Mr. Edmund Tonks.
 Lunatic Asylums: Report on competition: Martin and Chamberlain's plans approved.
 School of Art: New Branch School in Moseley Road (£10,000) approved (54—8).
 Improvement: Appointment of James Tart as Manager (Feb. 9) reported.
- May 17.—Gas Accounts: Profit, £50,337; salary of J. W. Morrison, Superintendent, increased to £475 (51—6); reduction in price of gas, with advantage to large consumers, approved (52—6).
 Water Accounts: Surplus, £28, 654.
 Resolution instructing Lunatic Asylums Committee to consider separate accommodation for paying patients.
- June 7.—Death of Mr. Gladstone; resolution of sympathy.
 Finance: Creation and issue of £1,000,000 2½ per cent. Stock authorised.

1898—continued.

June 7.—Police: Maximum allowance for maintenance of juvenile offenders at a Reformatory raised from 1s. 6d. to 2s. a week.

Tramways: Report of further negotiations with City of Birmingham Tramways Company; recommendation to permit trial of overhead wires on Small Heath and Sparkbrook routes withdrawn; rider instructing Public Works Committee not to reopen negotiations with the Company carried (23—27).

June 14.—Gift of picture (H. Moore) by Mr. J. R. Holliday, and of picture (Logsdall) by Sir J. C. Holder.

Purchase of undertaking of the Birmingham Electric Supply Company approved.

Superannuation Scheme: Instruction to Committee to keep register of service approved.

Gas: Scheme amending Superannuation Scheme adopted.

Baths and Parks: Surrender of land to widen Turk's Lane approved.

July 5.—Technical School: Report of capital cost of School (£89,262) reported; engagement of Head Teacher for Engineering Department approved; prize fund founded by Mr. John Rogers.

July 26.—Increase of salary of Justices' Clerk to £2,710 authorised by Home Office.

Public Works: Diversion, enlargement, and reconstruction of Rea main sewer (£33,500), other sewerage works (£2,260), paving of footpaths (£800), purchase of property in Longmore Street and Gooch Street (£2,800), widening of roads in Harborne (£1,050), and enlargement of Saltley Wharf (£7,000) approved.

Industrial School: Out-door recreation room (£300) approved.

Health: Salary of J. Parker, Inspector of Nuisances, raised to £350.

Milk Street: House-building Scheme prepared by Improvement and Health Committees (£10,100) approved.

Markets: Committee authorised to prepare plans for Cattle Market adjoining the Pig Market.

Oct. 4.—Death of the Queen of Denmark, resolution of sympathy.

Gift of pictures (Burne-Jones) by Sir J. C. Holder, Mr. John Feeney, Mr. J. T. Middlemore, Ald. Kenrick, and Mr. J. R. Holliday.

Nov. 9.—C. G. Beale re-elected Mayor.

C. G. Beale and Sir James Smith elected Aldermen.

Report on Legislation of 1898.

1898—continued.

Nov. 9.—Hackney Carriage Licensing, proposal to amend regulations lost.

Nov. 22.—Draft of Birmingham Corporation Bill (Electric Supply, Purchase, etc.) considered and approved.

Public Works: Special report on Edgbaston and Harborne sewers approved: £155,000 voted.

Dec. 6.—Water: Completion of Perry Sinking and of new works at Aston Pumping Station reported; improvements at Monument Lane and at Hydraulic Power Station approved.

Gas: Explosion at Saltley (Nov. 13); Gratuities to Mr. J. W. Morrison and workmen for special services.

Health: New stables at Montgomery Street Wharf (£2,000) authorised; Western Road Hospital abandoned.

Petition to the Queen in Council in favour of a Birmingham University adopted.

1899.

Jan. 3.—Offer of Colmore Trustees of 999 years' lease of land bounded by Congreve, Edmund, Margaret, and Great Charles Streets accepted (61—3).

Finance: New proposals in respect of making of rates approved.

Baths and Parks: Conditional offer of Lord Norton to add one acre to Adderley Park accepted with Thanks; vote of Thanks to Mr. F. Smith for gift of Band-stand (Aston Park); salary of Superintendent increased to £450; Committee instructed to consider improvement to Woodcock Street Baths (33—9).

Feb. 7.—Markets: Purchase of property in Moat Lane (£5,600) approved; plans for new Cattle Market and estimate (£10,707) approved.

Public Works: Darwin Street widening (£450), Church Street improvement (£1,500), purchase of property Colmore Row and Bull Street (£30,000); paving of Pershore Road, Great Charles Street, etc. (£14,170); sewerage works (£2,800), wharf improvements (£800), approved.

Baths: Sinking of borehole at Woodcock Street (£800) approved.

Health: Precautions against consumption; appointment of women as sanitary officers.

Hollymoor Asylum: Plans submitted; Committee authorised to invite tenders; new purchase of land (£1,740) approved.

March 7.—Resolution conferring the Freedom on Mr. J. T. Bunce.

1899—continued.

March 7.—E. V. Hiley appointed Deputy Town Clerk.

Improvement: Salary of Manager raised to £400.

Tramways: Report of Sub-committee appointed to collect information on working of Municipal tramways; recommendations as to future working by the Corporation approved (60—1).

Watch Committee: Report on admission to places of entertainment.

Fire Brigade: Provision of additional water mains for protection against fire (£4,000) authorised.

Estates: Scheme for Electric Lighting of Council House (£1,774) approved; City Cemetery, new regulations approved.

Baths: Small Heath Baths, revised estimate (£37,000) submitted and referred back for reconsideration.

March 21.—Honorary Freedom conferred on Mr. J. T. Bunce.

March 28.—Finance: Instruction of June 11, 1895 (estimates of future capital expenditure) rescinded.

April 11.—Gift of picture (Copley Fielding) by Mrs. Christopher James.

Amended Bye-laws with respect to new buildings approved.

May 2.—Conditional offer of pictures (Watts, Burne-Jones, and Holman Hunt) by Mr. J. T. Middlemore.

Improvement: Widening of Steelhouse Lane.

Markets: Tender (£11,480) for new Cattle Market accepted (55—1).

May 16.—Gas accounts: Profit £30,320.

Water accounts: Surplus £15,508.

Health: Dairies, Cowsheds, and Milkshops Order, 1899; Mr. J. Malcolm authorised to grant certificates.

June 6.—Finance: Application to Public Works Loan Commissioners for loan of £1,500,000 at 2½ per cent. for thirty years approved; issue of £100,000 2½ Stock authorised.

Resignation of J. Farndale, Chief Constable.

July 4.—Resolution of regret on death of Mr. J. T. Bunce.

General Purposes Committee: Preliminary report on utilisation of land in Congreve Street and Edmund Street approved (49—12).

Baths and Parks: Project for straightening the course of the Rea in Calthorpe Park (£3,650) approved.

Free Libraries: Vote of £1,600 for new shelves at the Reference Library.

1899—continued

Aug. 1.—Inebriates Act: Agreement with Managers of Brentry Homes.

Small Heath Baths: New estimate (£30,000) approved.

Public Works: Widening of Court Oak Road (£3,500), Dale End improvement (£175) Arley Road widening (£3,200), Alum Rock Road widening (£810), reconstruction of Edward Road (£690), Hockley Brook diversion (£3,000), purchase of land by Harborne Wharf (£1,250), underground conveniences (£5,200), and sewerage works (£7,527) approved.

Health: Purchase of land by Shadwell Street Wharf (£1,850) approved.

Watch Committee: Appointment of Charles Haughton Bafter as Chief Constable reported; Superintendent McManus appointed Deputy Chief Constable.

Oct. 24.—Inebriates Act: Amended agreement with Brentry Homes.

Appointment of an Electric Supply Committee, and amalgamation of Estates and Improvement Committees, ordered.

Public Works: Small Heath Bridge, report of agreement with G.W.R. Co., £49,000 new stabling, Lancaster Street (£2,000), sewerage works at Saltley (£1,660), continuation of College Street (£912) approved.

Rider recommending separate Tramways Committee lost.

Baths: New boring at Kent Street (£800) approved; Committee instructed to consider free opening of Cannon Hill open-air bath.

Nov. 9.—Ald. C. G. Beale re-elected Mayor.

Report on Legislation of 1899.

Revised instructions to Committees approved.

Finance: Application to Commissioners for loan of £500,000 for Electric Supply Purchase approved; application for order to amend sect. 227 of Consolidation Act (Application of Loans Fund) approved.

Dec. 5.—Fund (£706) provided by residents in Aston Manor for preservation of Aston Hall accepted; offer by Mr. Edward Ansell to provide a gymnasium at Aston Park accepted with Thanks.

Finance: Issue of £500,000 special Stock to be held by the Public Works Loan Commissioners authorised; draft of Bill to embody financial recommendations approved on Nov. 9 approved.

Water: Committee report decision to retain existing works as an emergency supply.

Fire Brigade: Purchase of land for Saltley Fire Station (£4,250) approved; salary of Superintendent raised to £500.

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